

370.7 H57
Hertzog
State maintenance
for teachers in
training 344229

370.7 H57
KEEP YOUR CARD IN THIS POCKET

Books will be issued only on presentation of proper library cards.

Unless labeled otherwise, books may be retained for four weeks. Borrowers finding books marked, defaced or mutilated are expected to report same at library desk; otherwise the last borrower will be held responsible for all imperfections discovered.

The card holder is responsible for all books drawn on his card.

No books issued unless penalties are paid.

Lost cards and change of residence must be reported promptly.



PUBLIC LIBRARY
KANSAS CITY, MO.

KEEP YOUR CARD IN THIS POCKET

REDNEPPER ENVELOPE CO., KANSAS CITY, MO.

**STATE MAINTENANCE FOR
TEACHERS IN TRAINING**

STATE MAINTENANCE FOR TEACHERS IN TRAINING

By

WALTER SCOTT HERTZOG



BALTIMORE
WARWICK & YORK, Inc.
1921

Copyright, 1921, By
WARWICK & YORK, INC.

ACKNOWLEDGEMENTS

A study of this kind is impossible without the assistance of many school officials and other educators. I wish to acknowledge my debt of gratitude to all who have so courteously coöperated in securing the data. In many instances it was not feasible to give the names of those who responded to my requests for information. Educational literature has been used freely in compiling the statements of conditions in various states and countries.

Whatever measure of success has been achieved in this study is largely due to the personal influence and inspiration of Dr. Wm. C. Bagley, of Teachers College, who was the pioneer in advocating subsidies for prospective teachers in the United States.

CONTENTS

	PAGE
Chapter I.—The Prospective Teacher and the State	
Conditions that make a profession attractive...	7
Teacher-training as a state function.....	8
Methods by which the state may provide trained teachers	13
Purpose of this study	23
Chapter II.—A Survey of Conditions which May Justify Additional Aid for Prospective Teachers	
Introduction	25
Composition of the teaching population.....	26
Statistics of educational development since 1870	43.
Cost of training at Normal Schools.....	55
Chapter III.—Plans for Recruiting the Profession Through Financial Assistance	
In the United States	61
In Canada	69
In Latin-America	70
In Europe	72
In Asia	78
In New Zealand, Australia and South Africa...	79
Chapter IV.—Methods of Recruiting other Professions and Occupations Through Financial Assistance	
In industry	83
In occupations for women (telephone, telegraph, stenography, nursing)	83
Army and Navy—West Point and Annapolis...	85
Scholarships for higher education.....	88

4 STATE MAINTENANCE OF TEACHERS IN TRAINING

Traveling scholarships	90
New York State Nautical School.....	90
Church boards of education and the ministry..	91
Chapter V. The Advantages and Disadvantages of Subsidies for Teacher Training as an Element in Recruiting the Profession	
Advantages	103
Disadvantages	113
Chapter VI. Conclusions	
Terms of a state subsidy bill.....	127
Bibliography	135
Appendix A. Table of State Situation on Teacher Training	139
Appendix B. Recent or Pending Legislation.....	141

TABLES AND DIAGRAMS

Table	I. Preparation of Teachers in Missouri in Years Beyond Elementary Schools.....	27
Table	II. Preparation of Elementary Teachers of Montana 1919-20	31
Table	III. Preparation of High School Teachers in Montana 1919-20	32
Table	IV. Prepared Teachers in Public Schools of Montana 1911 to 1920	33
Table	V. Average Salaries of Teachers in Relation to Training—Montana 1919-20	34
Table	VI. Teacher Shortage in the United States, October, 1920.....	36
Table	VII. Comparison of the Development of Normal Schools, High Schools, Colleges and Universities with Population, Wealth, and Public School Systems	44
Table	VIII. New York State Normal Schools—Attendance and Graduates.....	48
Table	IX. Increase in University Enrollment 1915-1920	49
Table	X. Comparison of Intelligence in Pennsylvania Colleges and Normal Schools in October, 1919	52
Table	XI. Comparison of Ability of Freshmen in Normal Schools and Universities as Measured by the Army Alpha Test.....	53
Table	XII. Henry C. Frick Educational Commission, Pittsburgh, Pa.	69
Table	XIII. Remuneration and Educational Requirements of Nurses in General Hospitals in the United States.	86
Table	XIV. Present Occupation of American Rhodes Scholars, 1904-1914	89
Table	XV. Activities of General Education Board of Methodist Church (Report of 1920)....	93
Table	XVI. Activities of General Education Board of Presbyterian Church (Report of 1920)..	94

6 STATE MAINTENANCE OF TEACHERS IN TRAINING

Table XVII.	Chicago Presbytery—Membership of Churches	96
Table XVIII.	Chicago Presbytery—Change of Membership in last year	97
Table XIX.	Chicago Presbytery—Sunday School Member- ship	98
Table XX.	Chicago Presbytery—Congregational Expenses	99
Table XXI.	Chicago Presbytery—Benevolences	100
Table XXII.	Record of Scholarship Students in Washing- ton and Jefferson College.....	114
Table XXIII.	Comparative Record of Aided and Unaided Students—Syracuse University.....	114
Table XXIV.	Comparative Records from New York State College for Teachers.....	116
Table XXV.	Appendix A. Assistance Rendered by States to Prospective Teachers	139
Diagram 1.	Relation of Cost of Living and Change in Teachers' Salaries	19
Diagram 2.	Graph for Table VII.....	45
Diagram 3.	Graph for Table X.	51
Diagram 4.	Graph for Table XI.	54
Diagram 5.	From Survey of Indiana High School Seniors..	110

CHAPTER I.

THE PROSPECTIVE TEACHER AND THE STATE

The public school systems of the several states require a large number of new teachers every year. The factors that determine vocational choice should be studied by investigators for the purpose of discovering what inducements the state must offer, in order to attract recruits in sufficient numbers to make suitable selection and ample training possible.

CONDITIONS THAT MAKE A PROFESSION ATTRACTIVE

As a young person surveys the possibilities of different professional careers, a factor of importance for his consideration is the salary paid. He must be able to live in a manner corresponding to the position he occupies in the community. His earnings must enable him to carry insurance, to save for the future, and to provide for those dependent upon him. Another consideration of great value is the question of tenure. Will employment be regular and permanent, and will successful service be rewarded by promotion? The attitude of society toward the work under consideration counts heavily. May the worker associate with desirable people on a basis of equality on account of the service rendered? What are the opportunities for individual initiative and growth in the work? Before entering the profession it will be necessary to know what preliminary training is required and what kind of supervision is to be expected from those in authority.

When these questions are correctly answered, the reasons are apparent why so many young people are not selecting teaching as a profession. The cost and incon-

venience of securing preliminary training, inadequate salaries, uncertain tenure, and undesirable social and living conditions,—all contribute to the lack of trained teachers. In rural sections all of these causes are intensified by the fact that supervision is usually remote and consequently infrequent. In the larger communities teaching encounters the competition of many other occupations which often prove to be more attractive. The resulting shortage in the cities is supplied by drawing from the country districts the best qualified teachers to be found there, or by employing local persons of inferior preparation. Both tendencies produce a situation that has been a persistent menace to the success of the public schools.

The elements which make a profession attractive are intimately interwoven. If the drawing power of teaching is to be increased, the states must make a united effort to improve all of the factors.

TEACHER TRAINING AS A STATE FUNCTION

For many years the states have been endeavoring to prepare teachers for the public schools. By the investment of large sums of public money in grounds, buildings, and equipment for teacher training, the obligation to provide adequately trained teachers has been admitted. Additional evidence of the state's interest in securing trained teachers is supplied by the fact that every state provides free tuition in some form for prospective teachers.¹

The duty of the state has not been discharged when a system of licensing teachers by state authority permits those who have had meager academic training and little or no professional preparation to enter into the vital rela-

¹See Appendix A.

²For example, Provisional Certificates in Pa., third grade certificates in Missouri.

tionships of the school room.² Citizens should demand that the state perform more completely and more equitably its duty of training teachers.

The needs of the schools are not met if some of the teachers are well trained and others are permitted to remain untrained or undertrained. This situation is not fair to the professional teacher, who has spent time and money in preparation and then is thrown into economic competition with the cheap service of the untrained amateur. It is still more unfair to those pupils whose opportunities are thus limited by the inadequacy of a state policy.

Effective school systems compel the children to attend regularly. This power on the part of the state implies a corresponding duty: namely, that the state provide the conditions upon which the most desirable benefits to be derived from school attendance depend. It is universally admitted that the teacher is the most important element in the success of the school; hence the effective preparation of teachers should constitute one of the important objectives in any program for the development and improvement of the schools.

EXTENSIVE TRAINING REQUIRED FOR TEACHERS

The work of teaching in the elementary school is becoming increasingly difficult. The diversity and variety of the subjects included in the curriculum, the expanding knowledge of the laws of learning, and the development of the principles of the fine art of teaching,—all emphasize the need for extensive training. The difficulty and importance of teaching demand a proportionate thoroughness in preliminary preparation.

IS TEACHING A PROFESSION?

The requirement of careful and exhaustive training is an essential feature of the learned professions and the

tendency has been to prolong professional training in law and medicine.³

Teaching possesses many of the characteristics which place it among the professional careers. It deals with human beings rather than with materials; it is founded upon fundamental principles that regulate procedure. There has not as yet been developed among teachers a code of ethics comparable to those that prevail in law and medicine. "Owing to the large numbers employed in public school teaching, the wide territory over which they are scattered, the inadequate preparation of many of them, and the short period of service characteristic of the teacher, it has been difficult to develop and maintain a thoroughly well organized professional consciousness, expressing itself in the recognition of a definite series of professional ethics."⁴ But, notwithstanding this lack, there is a sharp contrast between teaching and the trades, which justifies its classification with the other professions. The state has the power to eliminate any deficiencies which prevent teaching from complete recognition as a profession, and at the same time to render a distinct service to the public schools.

AMOUNT OF TRAINING REQUIRED

The efforts of the states to improve the teaching personnel are eminently justified by the fact that so large a proportion of the teachers of the nation as a whole have insufficient preparation as measured by the prevailing standards of the professional schools of teaching,—the normal schools. Two years of professional work beyond the four year high school course is less than the requirement in the other professions and while many normal schools are now offering four years of training leading to

3) Articles on Law and Medicine—Cyclopedia of Education.—Monroe.

4) H. Suzzallo, Cyclopedia of Education, Profession of Teaching, p. 535.

collegiate degrees, these extended programs do not enroll as yet an appreciable proportion of the students. It is not possible in a short time, for a sufficient number of teachers to obtain the preliminary training which is admittedly essential to give them professional recognition. As a result, entirely and relatively untrained teachers in large numbers have been employed in order to keep the schools open.

The elimination of the unfit teachers involves a persistent program through a period of years,—a program that makes use of all means that lead to the ultimate goal of a trained teacher in every classroom. Until this reasonable ideal is attained, criticism of the public school may be expected, and many of its failures may be considered as unnecessary and preventable.

TEACHER SHORTAGE⁵

One of the problems that the war forced upon the attention of the public was the distressing shortage of teachers. This lack was caused in part by the large number of teachers who left the profession to take advantage of the high salaries paid in many branches of war work. Closed schools⁶ and the employment of unqualified emergency substitutes⁷ were additional evidences of the gravity of the situation. Serious as these conditions were, the supply of teachers prepared by the training insti-

5) Note: Although many untrained teachers were employed in 1914, no article discussing the problem of teacher shortage was listed under that title in Poole's "Readers Guide to Periodical Literature" for that year. In 1919 twelve articles were listed, and twenty-five or more appeared in 1920. Magazines other than those devoted primarily to education have perceived the value of informing their readers with reference to the crisis in the public schools. "The Atlantic Monthly," "Scribner's," "The North American Review," "The Yale Review," "The Survey" and "The World's Work" are among the number.

3) See Discussion on Conditions in Montana, Chapter II, p. 30.

7) See N. E. A. Report on Teacher Shortage, October, 1920, p. 36.

tutions was entirely inadequate and contributed to the actual lack of teachers. Necessarily standards were often lowered in order to secure teachers of any kind. It is therefore evident that closed schools are not a complete measure of teacher shortage.

It is an implied obligation of the state not only that teachers be supplied but that they have the preparation which is recognized as a reasonable minimum. The true teacher shortage is the number needed at any time to replace teachers who lack this minimum preparation.⁸ The interest of the public in the conditions which caused the lack of competent teachers and in proposed remedies is clearly justified.

Thousands of children in some of the large cities, such as New York, for example, have been attending but part time, a condition which may result in a reduction in the number of teachers required. Again the number of teachers employed does not reveal the fact that the enrollment per teacher may be far in excess of forty, which is a reasonable maximum. If these conditions were bettered through additional housing facilities and reduction in size of classes, the resulting demand for teachers would further emphasize the lack of an adequate supply, although no exact figures can be compiled to show how many additional teachers are actually needed. It may, however, be safely assumed that the deficit is always greater than the information obtainable would indicate.⁹

In all of its educational opportunities, the state offers to every child a measure of participation that is limited only by his ability, his ambition, and his attainments. Justice requires that each pupil receive a full day's instruction in a group of not more than normal size, under guidance of a teacher who has had at least two years of

8) Definition of teacher-shortage used in this study.

9) N. E. A. Emergency Commission Series, No. 3, p. 10.

professional work beyond a four-year high school course,—the standard of preparation that is now generally accepted as the lowest acceptable minimum. How can these trained teachers be secured? Several factors will contribute toward this desirable goal. Every method that can hasten the process should be utilized.

REMEDIES FOR TEACHER SHORTAGE

1. *Training teachers in service:*

It has been proposed to solve this problem by employing untrained recruits and by training them in service on an apprenticeship plan. Years of experience with this method have demonstrated that it alone will not produce a trained teacher in every classroom.¹⁰

In the rural schools where approximately 300,000 teachers are employed, training in service fails because supervision is so infrequent and so remote. Training in service cannot succeed in the rural districts because so many teachers move every year and remain in the profession for so short a time. Those teachers who succeed are frequently promoted to better salaried and otherwise more attractive positions in the larger communities. The failures remain in the rural field until they can find some other occupation or until the school board selects someone else, probably no better prepared, to undertake the difficult problems of teaching. Meanwhile, the pupils are being subjected to the unhappy experience of serving as material with which to train these transient recruits. Such a plan is an expedient, the results of which have already condemned it as a controlling policy, for it tends to keep in the profession on its lower levels a large proportion of recruits with meager training.

The training of teachers after they have entered the service is a proposed solution that neglects the fact that teaching is a difficult task, a fine art. It puts a premium

¹⁰) See Quotations from Surveys, Chapter II, p. 38.

on the incidental agencies of supervision, teachers' institutes, and summer schools, as substitutes for genuine and basic training in an institution organized and maintained for this one purpose.

The employment of unprepared persons as teachers with the expectation of training them in the schools, concentrates the aim of educational effort upon the personal needs of the teachers, and disregards the fact that the schools exist for the pupils. Parents have objected occasionally to the attendance of their children in practice schools connected with normal schools, where the work of the student teachers is carefully planned and supervised by skilled experts. It would be far more reasonable for parents to rise in revolt against the undirected work of many rural teachers whose previous preparation is often inferior to that of the student in the normal school.

Again it has been urged that untrained teachers may take extension courses or correspondence courses and thus acquire the training they lack. A conscientious rural school teacher has so much to do in daily preparation that either these outside and often unrelated courses or his regular work must suffer. This type of training lacks the personal contact with the instructor and with fellow students that is so important an element in institutional life, and cannot result in the value derived from the training school for practice.

When untrained teachers are placed under close supervision, in districts where high school graduates without professional courses are admitted as teachers, the results are easily predictable. Such teachers have no professional background upon which to base their judgments; either they become undiscerning followers of directions, dependent upon their supervisors, or, restive under control, they desert the profession as soon as the other opportunity offers.

If the state is responsible for the training of teachers, it is a questionable policy to permit the untrained to secure their preparation in the service where the legitimate direction and oversight of that function by state authority is impossible. The work of school administrators is sufficiently taxing when they have the coöperation of a trained body of teachers. Cities often require both training and experience for admission to the teaching staff, although the opportunity for expert supervision is there superior to that found in smaller communities. The burdens of the supervisory staff are multiplied and its energies diverted from more legitimate duties if it is required to give fundamental teacher training in order to supply the lack of institutional preparation.

To train teachers in service to the exclusion of preliminary training is to perpetuate the transient character of the teaching population and to encourage the employment of the immature and incompetent. Teaching cannot take the place that it should among the professions until it is as difficult for an untrained person to be admitted within its ranks as it is for an untrained person to receive a license to practice medicine.

Trained teachers have abundant opportunity for growth in the profession and are able to derive from such training benefits that are directly proportional to their preliminary preparation. They possess the foundation upon which to build. It is one of the important duties of administrators to stimulate teachers to self-improvement through self-discipline, through professional reading, and through summer school attendance, but such development should supplement and not supplant preliminary training.

2. *Larger salaries as a solution for teacher shortage:*

The attractiveness of teaching as a profession has been seriously reduced by the payment of inadequate salaries. Salary schedules have often failed to discriminate prop-

erly between the merits of the prepared and the untrained teacher. The inequalities in salaries in positions of the same rank under the system of local control that prevails in the public schools, have resulted in injustice and dissatisfaction. As long as there is an insufficient supply of trained teachers the more attractive salaries in the richer communities will continue to draw the more ambitious and better prepared teachers from those districts that are unable to meet the competition.

To increase salaries without modifying the certification laws, would not add to the professional equipment of the beginner. To pay higher salaries to unprepared and incompetent persons who desire to use teaching as a stepping stone, would only intensify and extend the evils now apparent.

As a result of salary campaigns, many cities now pay living wages to teachers. But the cities were already employing the best prepared teachers, because the most attractive positions gave them the opportunity to select from a larger number of candidates. To give the country sections the same advantages, through salary increases, it would be necessary to overcome the undesirable factors of short school terms and unsatisfactory living conditions by paying a sufficient differential.¹¹

When the students from the country do attend normal school or college and secure training, the towns and cities almost always obtain their services because of the social and financial advantages of living in the larger communities. In the rural schools of Montana only twelve per cent. of the teachers in 1920 were normal or college graduates, although 32.45% of the elementary teachers of the state possessed those qualifications.¹²

The slowness of states and nations to adjust salaries to new conditions accounts for the wholesale resignations

11) As in Saskatchewan and Queensland.

12) See Table II, Chapter II.

from the public service during periods of rapid increase in the cost of living. Burgess showed that teachers' salaries in 1920 should have been 100% in advance of the level reached in 1915 in order to possess equal purchasing power, but as a matter of fact the increases averaged less than a 50% advance over pre-war salaries. Other wage levels doubled the standard of 1915.¹³

The report of the Commissioner of Education for 1920 states that the average salary of teachers in rural schools, based upon data from three typical counties in each of forty-seven states was \$635.96. The average for white male teachers was \$711.68. The conditions which were most favorable for further increasing salaries have been changed by falling prices, due to deflation and to a reaction against high taxes. Salaries in the rural schools are not likely, in the near future, to be increased very much beyond the average of 1920. Such salaries would not be a sufficient inducement for a young high school graduate to invest the necessary time and money on two years of training.

Diagram No. 1 shows the wide variation between rise in cost of living and increase in salary of the women teachers of Pennsylvania. In the seven years represented, living costs were doubled while salaries were only raised thirty per cent. In order to remove teacher shortage by increase in salary alone, it would be necessary for salaries to be so far above the cost of living that the margin of saving would justify the heavy expense of preliminary preparation. It would take an unknown element of time for these acquired margins to be recognized in society at large, to such an extent that the number of recruits necessary to supply the need would volunteer to invest time and money in professional preparation.

13) Burgess, *Trends of School Costs*, Russell Sage Foundation, New York, 1920.

It is especially difficult to persuade prospective teachers to invest in training, when it is possible to receive practically the same salary without incurring the expense of preparation. The two factors of better preliminary training and increased salaries cannot be separated safely in state policy. In periods of business depression, when the offices and factories have reduced the number of their employees, a large group who were teachers formerly will drift back into the school room to seek temporary employment. The schools do not close on account of hard times, hence low standards for certification permit these relatively untrained transients to compete for positions in the more stable occupation of teaching. Without proper legal safeguards, such a group of temporary and untrained persons will underbid the trained and experienced teachers and thus undermine the foundations of an adequate salary schedule.

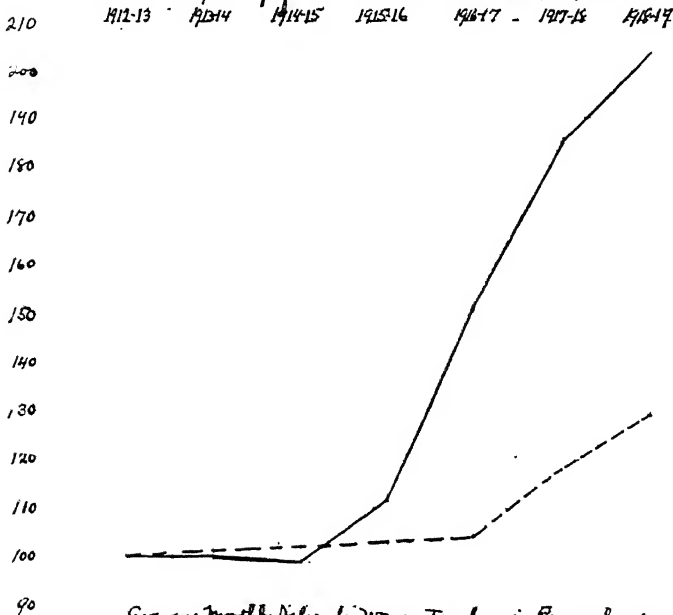
Higher salaries based upon the amount of preparation are essential to the future of the profession of teaching. The states have not performed their full duty towards the children when they tolerate such inadequate salaries especially in the rural schools. The scarcity of good teachers in those districts is undoubtedly due in part to poor salaries.

3. *Are more normal schools required?*

The creation of more training institutions is offered as a simple solution for teacher-shortage. But the fact that the facilities of many,—apparently most,—of the existing normal schools are not being utilized to capacity shows that the problem is not to be solved in this way.

Eventually, when the conditions in the profession are what they should be, many more normal schools will be needed to train enough teachers for all the schools. The tendency of training institutions to draw on their own

Diagram No. I.

Increase in Cost of Necessities (—) compared with Increase in Salary of Women Teachers in Pa. (---) ^①

Average Monthly Salary for Women Teachers in Pennsylvania
 Compared with Cost of Living: Food, Fuel, and Clothing for a Family of Four
 Monthly Salary: 22 Food & Clothing Necessities

Year	Salary	Index	Food	Clothing	Combined
1912-13	\$48.21	100	100	100	100
1913-14	48.86	101.5	105	98	100
1914-15	49.47	102.5	105	96	99
1915-16	49.89	103.5	106	110	111
1916-17	50.38	104.5	134	161	151
1917-18	57.11	118	160	211	185
1918-19	62.45	136	185	234	203

① Facts Regarding Salaries in Pa., C. H. Carbach, Proceedings Schoolmen's Mktg. W. of Pa. 1920 Opp. 166-157

② Data for Food and Clothing from U.S. Bureau of Labor

vicinity for students is used as an argument for increasing their number, because it is cheaper for a student to live at home during his period of training. It is also urged that a multiplication of normal schools in a state will more directly influence the neighboring communities.

In Indiana, until very recently, the one state normal school was at Terre Haute; it rendered twelve per cent. of its service to the tier of counties surrounding the one in which it is located, although these counties contain only four per cent. of the state population. The region in which the school is located received three or four times the amount of service to which it is entitled on the basis of population.¹⁴

Portions of states that are remote from normal schools greatly feel the need of their influence. Superintendent Kendall in his report for 1913 quotes letters from girls in Southern New Jersey of which the following is an example: "The only reason for my not attending the normal school was the expense, on account of the normal school being too far from my home." Since, for the present, the cost of multiplying normal schools may outweigh other advantages, the state may equalize the opportunities for training by such an expedient as bearing the cost of transportation of students. The attempt to bring the training to the local community through the high school training classes for rural teachers, is a temporary expedient, for it is quite impossible to develop effective professional schools in every center of population.

4. *Public opinion as a factor in teacher-shortage:*

The attitude of the public and of many teachers themselves is so critical toward the teaching profession that it has contributed to teacher-shortage. The disparaging and contemptuous attitude of the public to the teaching

¹⁴) Standardizing State Normal Schools, Judd and Parker. U. S. Bureau of Education, Bulletin No. 12, 1916.

profession has militated against its effectiveness. It is time that ridicule and caricature meted out to the teacher should be replaced by a genuine appreciation of the importance of his work to the state. Public opinion is a force of great influence and a better appreciation of the teacher's service would assist measurably in the recruiting of candidates of ability.

High school and college students have been induced to enter other occupations because of a vague social stigma that has been attached to the profession of teaching. "At college reunions successful business men are heralded as 'live wires' and those who still teach are called 'dead ones.'"¹⁵ Now that so many opportunities are opening for women in business and public service, it will be increasingly difficult to secure women of the desired ability unless something is done to change the public estimation of the profession. In order to create this attitude the state itself must assist the public by properly evaluating the worth and dignity of the teacher's work. To this end the unfit teachers should be eliminated by efficient certification laws. A supply of competent teachers should be stimulated by state assistance, the necessity of which it is the aim of this study to prove. After preparation, the state still has a duty to perform in guaranteeing adequate compensation. Preparation, salary, tenure, and pensions, when they become essential elements in a persistent state policy, are the factors which will do much to re-create a proper public attitude toward the teaching profession.

5. *State subsidy for recruiting teachers.*

Under present conditions great inequalities as to educational opportunity exist between the children in the cities and in the rural sections. The highest salaries and

15) Lee Russell, "The Crisis in Education," Scribner's, Jan., 1921.

the longest tenure and consequently the best teachers are found in the cities. As a result many parents are leaving the country in order to secure for their children the educational advantages of the towns and cities. The safety of the nation requires the stability of the rural population. The rural children deserve a more equitable distribution of the educational privileges provided by public funds. Present state policy does not adequately meet the situation. In addition to the other factors which may tend to remove the undesirable conditions found in the teaching profession, state assistance for prospective teachers is proposed.

It is the purpose of this study to investigate the extent of teacher-shortage and to discover in favored states the efforts to solve the problem already made which will be suggestive in those states where the problem must be attacked more vigorously. Many foreign countries have had experience in the recruiting of candidates for the teaching profession by means of subsidies. The study of the principles and problems involved in the provision of local and national subsidies for prospective teachers as a part of the larger problem of increasing the supply of trained teachers will accordingly be the chief aim of the following pages.

SUMMARY

1. Teaching has failed to attract a sufficient supply of recruits to make adequate selection and training possible. State control of education locates the responsibility for teacher training and for the equalization of educational opportunity upon the state.

2. The policy of training teachers after they enter the service as a substitute for institutional preparation has not been successful, especially in the open country. The unequal salaries paid in the rural schools and in the

cities have drawn the better teachers to the centers of population.

3. The public attitude toward teaching has reduced the attendance in teacher training institutions. To improve the attractiveness of teaching as a profession, the state must use all the plans that experience has proved to be helpful. Additional efforts, especially of an economic and social nature, must be made if the rural schools are to be taught by competent teachers.

4. The purpose of this present study is to investigate the principles, problems, and practices involved in a system of subsidies for prospective teachers as one method of recruiting the profession.

CHAPTER II

A SURVEY OF CONDITIONS WHICH MAY JUSTIFY ADDITIONAL AID FOR PROSPECTIVE TEACHERS

State subsidies for prospective teachers are advocated by those whose main purpose is to supply an essential need in the public school system. If the lack of trained teachers is a serious problem in the various states, methods of supplying the deficiency should be found as speedily as possible. One of the great merits of the public school system has been its ability to adjust itself to new conditions and to make changes as the demand arose. The curriculum has changed from the three R's of the older days to the complex and greatly enriched programs of the modern school. Free textbooks, compulsory attendance, medical inspection, vocational education, secondary education, and higher education are examples of changes in policy that states have made in an effort to adjust the schools to the demands of a developing civilization.

The war focused attention upon several problems related to the schools which require study and solution. Illiteracy, physical inefficiency, and very wide individual differences in native intelligence, were revealed by the examination of the men in the camps. Each has its relation to school practice and efficiency. If the public schools are to solve such problems, the training and selection of the teachers have added significance.

A study of the teaching population in two typical states will give a basis for further analysis of the problem of the need of state subsidies for prospective teachers.

TEACHING POPULATION OF MISSOURI.¹

In the rural schools of Missouri, in 1915, only 3% of the 10,500 rural teachers had had the standard preparation of six years beyond the elementary school course, while 63% had had less than a four-year high school course. In the graded elementary schools, omitting those of Kansas City and St. Louis, 84% of the teachers had had less than the six-year course. The training of the secondary school teachers was more nearly adequate in the first and second class high schools. In the lower classes one-eighth of the teachers had had less than a four-year course beyond the elementary school. These conditions have been improved to some extent on account of the influence of the survey but the effect of the world war has been to check, for the time at least, rapid progress. When these two factors are considered, the probability is that these groups now comprise a large proportion of poorly prepared teachers.

The characteristic rural teacher has attended high school for two or three years and has taken six months of additional secondary instruction together with some professional courses at a normal school. The effect of this normal school training, however brief, is shown to be significant in the salaries paid. Eighty-five per cent. of those who attended state normal schools received more than forty dollars a month, as compared with 66% in the case of high school graduates only, and 50% in the case of high school non-graduates.² The median salary of all elementary teachers, trained and untrained alike, was \$450.00, while more than one-fifth received \$360.00 or less.

According to the Report of the State Superintendent of Public Schools for Missouri for 1918-19, the average

1) See Table I, pp. 27-28.

2) Bulletin No. 14, Carnegie Foundation, p. 362.

TABLE I. PREPARATION OF TEACHERS IN MISSOURI IN YEARS BEYOND ELEMENTARY SCHOOLS.³

A. <i>In Rural Schools</i>									
	None	Less than one year	Less than two years	Less than three years	Less than four years	Four years	Five years or more	Six years or more	Seven years or more
	%	%	%	%	%	%	%	%	%
Men	4	19	42	62	75	17	8	3	1
Women	2	11	26	44	58	32	10	3	1
Both	3	13	30	49	63	28	9	3	1
100%									
B. <i>In Graded Elementary Schools.</i>									
	Less than one year	Less than two years	Less than three years	Less than four years	Four to five years	Five years or more	Six years or more	Seven years or more	Eight years or more
	%	%	%	%	%	%	%	%	%
Larger Systems	2	8	14	23	39	38	17	6	3
Rest of State	4	13	25	37	30	33	16	6	3
Total	3	12	22	33	32	35	16	6	3
100%									

³) Bulletin No. 14 Carnegie Foundation for the Advancement of Teaching.

salaries of teachers of this state have been advancing for several years. In 1917-18 it was \$440.00 for an eight-month term; in 1918-19 it was \$528.00, and in 1919-20 it was \$592.00. In the meantime the cost of living had doubled so that the increase in salary would not justify expensive training at a normal school as an investment. Again the certification law passed in 1917 permits the renewal of the third grade certificate once without examination. Inasmuch as previous law permits four such examinations to be taken, eight years may be taught with no better grade of certificate. This is a period far in excess of the average tenure for the rural schools, as returns from these teachers showed that 2400 new teachers, or 23%, in this group alone were needed annually. Under these conditions, a trained teacher for every school in Missouri is an impossible ideal.

TEACHING POPULATION OF MONTANA

Montana received first rank among the states in educational accomplishment in 1918 by the index number method applied by Ayres. On account of the state's high standing, the condition of its teaching population has special interest. A state survey quoted at length in the State Superintendent's report for 1920 gives the desired data. Many important factors in school progress were not included in the index number method. Among these were the educational requirements for teachers and the facilities for training teachers. By law, after July 1, 1920, the minimum requirements were fixed at two years of high school and twelve weeks of normal school training.

In Table II it is shown that 30% of the elementary teachers had unsatisfactory preparation and that 46% of the rural teachers had very little professional training. In the cities about 96% of the elementary teachers have had some professional preparation. The survey shows

that 65% of the rural teachers had taken no professional courses within five years, and that 58.3% of the elementary teachers received less than \$900.00.

In Table III 14% of the high school teachers are shown to fall short of standard preparation for their work. A large percentage of the high school teachers are normal school graduates. When the data are compared for ten years⁴ it is evident that the normal school graduates and the college or university graduates have almost uniformly maintained the same ratio to the entire number of teachers employed. In fact, since 1917, there has been a gradual decrease in the percentage of each group.

Table V on average salaries shows that the normal school graduate is preferred in the elementary schools to the college graduate so far as the salary received can show it, while the reverse is true in the high schools.

Several facts relating to teacher-shortage are disclosed by this survey that work to the disadvantage of the country school.

1. The cities employ normal school and college graduates to the extent of 73% of their grade teachers, the rural districts only 37%.

2. The cities pay teachers with experience more than twice the average salary of rural teachers without experience.

3. The cities pay inexperienced elementary teachers an average of \$977.68, which is \$144.00 more than rural teachers with many years of experience receive.

During 1919-20 Montana was short 227 teachers and in the fall of 1920 there was a shortage of 513 teachers in 35 counties and because of the conditions named above the lack was almost exclusively in the rural sections.

⁴) See Table IV, p. 33.

TABLE II. PREPARATION OF ELEMENTARY TEACHERS IN MONTANA, 1910-20.5

Training	One and Two Teacher Schools	Village Schools 3rd Class Districts	City Schools 1st and 2nd Class Districts		Total	Per cent.
Normal School Graduates	278	168	828		1,274	25.45
College or University Graduates	96	30	213		339	7.0
High School Graduates with Partial College or Normal Training.	1,282	233	332		1,847	36.9
High School Graduates only	340	23	12		375	7.4
Partial High School Training with some College or Normal training	698	50	25		773	15.4
Partial College or Normal Training with no High School Training	189	11	8		208	4.0
Partial High School Training only	155	14	2		171	3.4
Eighth Grade Graduates only	21	1	1		23	.45
Total	3,059	530	1,421		5,010	100.00
Per cent. of total	62%	10%	28%		100%	100%

5) State Superintendent's Report for Montana, 1920.

TABLE III. PREPARATION OF HIGH SCHOOL TEACHERS IN MONTANA, 1919-20.6

Training	3rd Class Districts	1st and 2nd Class Districts and Co. H. Schools	Total	Per Cent.
Normal School Graduates	73	149	222	21
College and University Graduates	169	519	688	65
High School Graduates with partial College or Normal Training	78	57	135	12.5
With less preparation	9	6	15	1.5
Total	329	731	1,060	100%

6) State Superintendent's Report for Montana, 1920.

TABLE IV. PREPARED TEACHERS IN PUBLIC SCHOOLS OF MONTANA, 1911 TO 1920.⁷

Year	Total Teachers Employed	College or University Graduates	Normal School Graduates, but not College Graduates
	No.	%	No.
1911	2,040	12.6	537
1912	2,540	14.4	773
1913	2,805	15.3	842
1914	3,778	15.0	1,002
1915	4,327	10.1	1,189
1916	4,731	12.3	1,215
1917	5,263	15.8	1,480
1918	5,600	15.5	1,560
1919	6,080	14.5	1,636
1920	6,215	14.1	1,679
10-year Increase	304%		312%

7) State Superintendent's Report for Montana, 1920.

TABLE V. AVERAGE SALARIES OF TEACHERS IN RELATION TO TRAINING
MONTANA 1919-208
(Superintendents and Principals not Included)

Training	Elementary			High Schools		
	No.	Monthly Salary	Yearly Salary	No.	Monthly Salary	Yearly Salary
College or University Graduates	316	\$114.65	\$1,110.35	540	\$163.60	\$1,576.41
Normal Graduates	1,207	119.79	1,147.21	178	138.82	1,294.00
High School Graduates with some college or Normal Training Graduates	1,664	104.19	925.66	79	136.70	1,291.37
High School Graduates only	381	91.13	783.30			
Teachers with some High School and some College or Normal Training	682	94.59	798.40	4	118.25	1,182.50
Teachers with no High School but some College or Normal Training	185	93.35	804.70			
Teachers with some High School work only	25	97.12	841.28			
Eighth grade Graduates	22	93.82	707.72			
Average	4,482	\$106.06	\$960.35	801	\$153.97	\$1,483.58

8) State Superintendent's Report for Montana, 1920.

"During the beautiful fall months when country children can reach the school building without trudging through deep snows or mud, many schools have remained closed for want of teachers."⁹

In a rich state like Montana something should be done to improve the membership of the teaching population. The preparation of these teachers must be greatly extended in order to merit adequate salaries. The emphasis in an effective policy must be placed upon the welfare of future generations as represented by the children.

THE NATIONAL SITUATION WITH REFERENCE TO TEACHER SHORTAGE

The National Education Association published in its Bulletin for November, 1920, the results of a nation-wide inquiry on the teacher situation. Table VI shows that the lack of teachers had not at that time disappeared, and that licenses were issued in large numbers to teachers who were below standard for the year 1920-21.

Teacher-shortage is not a new problem. The economic situation of 1918-20 only served to make it more acute. Many studies of large groups of teachers have shown how much remains to be done by state authority in order to place a trained teacher in every school. In 1911 the median number of years of education beyond the elementary school was found to be four years and one-fourth of all teachers in rural schools had two years or less. In experience, the median tenure was two years in the rural schools while 25% had taught but one year.¹¹ These figures were based upon data from seventeen states.

Several state surveys were published within ten years after the above quoted study was made, and each one con-

9) State Superintendent's Report, 1920, p. 37.

11) Coffman, *The Social Composition of the Teaching Population*, Tables XII, XVIII.

TABLE VI. TEACHER SHORTAGE IN THE UNITED STATES.¹⁰
Comparative Statistics by States. October, 1920.

United States	Questionnaires Sent	Number Reporting	Teaching Posi- tions Included	Actual Short- age Reported	Below Stand- ard Reported	Shortage and Below Standard Reported	Estimated Shortage and Below Standard
United States	3,468	1,492	211,668	14,086	23,318	37,404	92,049
Alabama	67	29	3,907	979	1,230	2,209	5,104
Arizona	14	7	1,532	59	85	144	288
Arkansas	78	28	3,041	422	983	1,405	3,914
California	58	33	13,427	208	265	473	831
Colorado	63	29	2,767	53	170	220	497
Connecticut	33	20	583	15	103	118	195
Delaware	3	1	135	25	45	70	210
Florida	54	11	1,144	299	357	656	3,220
Georgia	155	12	3,465	264	1,051	1,615	5,960
Idaho	44	13	1,054	94	47	141	477
Illinois	102	51	13,223	435	946	1,381	2,762
Indiana	92	53	9,081	231	356	587	1,019
Iowa	99	53	11,870	307	502	809	1,511
Kansas	110	50	6,504	185	491	676	1,487
Kentucky	119	39	3,212	213	457	670	2,044
Louisiana	64	16	1,940	133	225	358	1,432
Maine	128	55	1,773	97	267	364	847
Maryland	23	9	1,122	80	164	244	624

Massachusetts	75	39	2,461	26	99	125	240
Michigan	83	38	6,351	312	535	847	1,850
Minnesota	86	40	6,230	636	437	1,073	2,307
Mississippi	82	18	2,351	220	587	807	3,676
Missouri	114	57	7,669	274	1,053	1,327	2,654
Montana	50	15	1,758	181	132	313	1,043
Nebraska	93	52	6,474	545	736	1,281	2,291
Nevada	5	2	325	0	30	30	75
New Hampshire	53	25	866	52	81	133	282
New Jersey	21	12	8,090	108	445	613	1,073
New Mexico	29	9	956	71	85	156	503
New York	207	111	9,676	438	770	1,208	2,253
North Carolina	100	33	4,153	683	1,064	1,747	5,294
North Dakota	53	28	4,234	390	344	734	1,389
Ohio	88	35	7,953	456	970	1,426	3,585
Oklahoma	77	27	3,892	331	599	930	2,652
Oregon	36	19	2,958	235	352	587	1,112
Pennsylvania	66	37	13,109	727	1,646	2,373	4,233
Rhode Island	11	3	109	8	8	16	59
South Carolina	46	12	2,122	247	375	622	2,384
South Dakota	66	34	3,465	183	245	428	831
Tennessee	96	40	4,915	641	868	1,509	3,721
Texas	252	85	7,022	927	1,390	2,317	6,869
Utah	33	15	1,296	19	81	100	220
Vermont	53	34	1,416	123	173	296	461
Virginia	100	39	5,674	723	855	1,578	4,046
Washington	39	19	4,852	109	82	191	392
West Virginia	55	26	4,721	521	903	1,432	3,020
Wisconsin	72	38	5,822	351	534	885	1,677
Wyoming	21	11	968	82	89	171	326

10) N. E. A. Bulletin for November, 1920.

tributed its group of facts to show the necessity for legislation to relieve a situation which has been threatening the success of the public schools, especially in the rural sections.

QUOTATIONS FROM SURVEYS

*Ohio (State Survey Report, 1914)*¹²

Of 8,286 teachers attending institutes in 1913, 15.4% were beginners and 71.4% of the beginners had no professional training whatever. 47.5% of 527 rural teachers actually surveyed had no professional preparation. 7,000 new teachers are needed annually and only 10% of that number are trained by existing institutions.

*Wisconsin (Survey of Normal Schools, 1914)*¹³

Of the 6,639 one-room rural school teachers, 48% had no professional training. 522 had not finished a four-year high school course, and 1,864 were teaching their first year.

*Maryland (Public Education in Maryland, 1915)*¹⁴

Flexner and Bachman say that 10% of the elementary teachers are well trained and that 33 1/3% are untrained.

*North Dakota (Survey of Higher Educational Institutions)*¹⁵

The experience of 1,156 out of 4,981 teachers in 1916 was less than one year. Less than 5% of the teachers in rural schools have had adequate training, i. e., two years of training beyond the four-year high school course, although more than four-fifths of the children of the state live in the open country. The average age of the rural teacher is 23 with an experience of two years, while the city teachers average 28 years and have had 5.6 years of experience.

*Alabama (U. S. Bureau of Education Bulletin No. 41, 1919)*¹⁶

According to the Alabama Survey, 63% of the rural and village teachers report no professional training whatever. 16% have entered their work from the elementary school, through examination. Of 3,648 rural and village teachers reporting, 17.6% are teaching their first year.

*Virginia (Survey Report, 1919)*¹⁷

In eighteen typical counties, 73.7% of the white teachers in elementary schools had no training beyond the high school course

12) Ohio State School Survey Report, 1914, Chapter VI, p. 63ff.

13) Farmer, Conditions and Needs of Wisconsin Normal Schools, 1914, pp. 574-576.

14) Public Education in Maryland, 1915, p. 60.

15) Survey of Higher Educational Institutions, U. S. Bureau of Education, Bulletin No. 27, 1916, pp. 80, 197.

16) Alabama Survey, U. S. Bureau of Education, Bulletin No. 41, 1919, pp. 347 and 349.

17) Inglis and others, The Public Schools of Virginia, 1919, pp. 334, 335.

and more than half of those had only two years or less of high school training. The preparation of the colored teachers in the same counties was even more defective. For the whole state 52% had less than a complete high school course as a preliminary training. More than 20% of both white and colored teachers were beginners.

*Delaware (General Education Board, 1919)*¹⁸

In 1918-19, 70% of the teachers had no training beyond the four-year high school course and 25% were teaching their first year. 24.2% had completed a normal course or had attended college.

*Pennsylvania (Study by LeRoy King for U. S. Bureau of Education, 1920)*¹⁹

Of the teachers under the supervision of the county superintendents 23% were without experience. 25% of the teachers of one-room schools were without any training in high school. At least 76% of these teachers have entered upon their work without professional training in state normal schools, by the examination route. 52% of these rural teachers hold the lowest possible type of certificate in order to qualify as a teacher in the state.

These data show that the states annually employ beginners totaling from 10% to 25% of their teaching force and that the preparation of these recruits is very inadequate. The immediate problem for the states to face is how to supply the lack of trained teachers by means of existing plans and institutions and what new departures to make and additional facilities to create in order to supplement former efforts. The progress that state systems of education have made in adjusting themselves to new situations in the past is the basis for the faith that this vital need will be satisfied.

TENURE RELATED TO TRAINING

Another fact is apparent in these studies of the teaching service. Teaching has been a temporary occupation. It has been most attractive to certain groups of immature people in the country districts, because of the lack of any requirement for institutional preparation for entering the work, and because the employment served to render them

18) Public Education in Delaware, General Education Board, 1919, p. 103.

19) LeRoy King, University of Pa. Bulletin, Schoolmen's Week Proceedings, 1920, p. 79ff.

self-sustaining for a few years during which the immediate rewards in proportion to the little or no investment in preparation for the work were greater than in other available occupations. Besides the public has, unfortunately, been more tolerant toward immaturity and lack of preparation in teaching than toward the same faults in other occupations. "In the efficiency of lawyers, physicians, and engineers the public, of course, has a vital interest; but its interest in the efficiency of its public school teachers is even more fundamental, for here not only does inefficiency affect a wide circle of relatively helpless humanity, but it may remain undetected for months or for years."²⁰ The injury to the children due to poor preparation on the part of teachers is compounded by the brief terms and the consequently frequent change of teachers. Insufficient training and short tenure are closely linked.

The inefficient teacher easily becomes dissatisfied on account of the difficulties of the task and in most cases seeks the earliest opportunity to change his work or his social position. The school authorities are often unable to secure any one with better training and the children must go through the same type of experience with a different person. Unfortunately when the supply of teachers is so deficient, some persons will be retained in the schools much longer than their training or ability would warrant, and contrary to their own inclination to leave. Under the pressure of conditions produced by the war many low-grade teachers returned to the schools to the detriment of the service.

On the other hand, training leads to the satisfaction of a task well done. It looks towards permanence from the beginning. It means a career; and the effect of training upon tenure alone justifies the investment which a state

20) Wm. C. Bagley, "A Platform of Service." N. E. A. Journal. January, 1921.

makes in the preparation of teachers. In Wisconsin the average length of service of those teachers who attended or graduated from the normal schools was 8.4 years, while the average service of all the teachers in the state as given by the State Superintendent of Public Instruction was between three and four years.²¹ In the San Francisco Survey of 1917, the average experience of all the principals and elementary teachers was found to be 18.2 years; the average experience for the high schools was found to be 16.6 years. Fifty-five per cent. of all the teachers possessed college or normal school training. The San Antonio Survey in 1915 gave a table of the experience of the teachers of twenty-seven cities and the median was 9.2 years.²² The median training of twenty-two cities of this table was found to be 5.4 years beyond the elementary school.²³ For these cities the Pearson co-efficient of correlation of training and experience is .303. Of course with so few cities the P. E. is relatively large, but the relation is positive and significant. In 1920 the correlation of experience and training for 81 cities whose population varied from 30,000 to 100,000 was .224 with P. E. of .072.²⁴ More than 46% of the elementary teachers and principals of St. Louis have taught more than ten years.²⁵ More than 41% of the elementary and 86% of the high school teachers have received training equivalent to normal school or college graduation.²⁶

It is in the cities, where the trained teachers work, that the basis of a true profession of teaching exists. Such figures as these from the city surveys cannot be dupli-

21) Farmer, *Survey of Wisconsin Normal Schools*, 1914, p. 58.

22) *San Antonio Survey*, p. 205, 1915.

23) *San Antonio Survey*, p. 205, 1915.

24) J. R. McGaughy, Unpublished study of the data secured for National Committee for Chamber of Commerce Cooperation with Public Schools, 1921.

25) *St. Louis Survey*, p. 96, 1917.

26) Carnegie Foundation Report, Bulletin No. 14, 1920, pp. 369, 378.

cated in the rural sections where the untrained and immature teachers are in the majority.²⁷ Training means improvement with experience and growth in service; on the other hand, a long tenure for an untrained teacher may involve a mechanical routine of very poor work. The high annual turnover in the personnel of the teaching service is one of its greatest liabilities.

The state's problem, though, is to provide trained teachers so that immaturity and inexperience may be less characteristic of the teaching population. For if the tenure of trained teachers is longer than that of the untrained, both of these injurious factors would be greatly reduced through adequate provisions for training. From 1839 to 1850, inclusive, seven normal schools in the United States had been organized by the states to provide trained teachers for the public schools. By 1870 this number had been increased to seventy-five. All states now make appropriations which aim to place competent persons in charge of the schools. The data given earlier in this chapter measure the failure of the states in this important activity.

It would be difficult to overestimate the influence of the normal schools in the development of the profession in America. Often handicapped by inadequate financial support, the normal schools have been responsible for sending into the elementary schools the best trained teachers which the latter have received. It has been the obligation and privilege of the normal schools to foster and promote the ideal of professional training, though their product has been submerged in most states by the vast majority of immature and relatively untrained teachers. The latter have predominated in the rural schools and their presence

27) N. E. A. Emergency Commission Series No. 4, p. 4.

constitutes the greatest menace to the economic independence of the profession.

EDUCATIONAL DEVELOPMENT 1870-1918

Table VII shows the development of the public school system in the United States as compared with the growth in population and wealth. It shows, too, the enrollments of normal schools, high schools and colleges. The Table uses 1890 as the basis of comparison. Gains have been made in the enrollment in normal schools and in the number of graduates. The condition of the schools with reference to trained teachers today has been described. The preparation of the teachers of 1870 with the meager normal school courses of that time and the lack of public high schools, can only be imagined. The wonderful development in national wealth in the past decade indicates that the resources of the nation will be adequate for its educational needs when these are once defined and understood.

The war years have given the normal schools at least a temporary check in their efforts to gain on the situation. The fact which this table clearly shows is that the enrollment in high schools, colleges and universities is gaining much more rapidly than in normal schools. When the latter were organized, they offered secondary education to large numbers. Now there is a tendency for students to go from the public high schools to the colleges and universities directly, leaving the normal schools with unused facilities though the need for trained teachers was never greater. Something must be done if the schools are to be supplied with prepared teachers, and to lead a proper share of the capable students, who are now overcrowding the colleges, into these state institutions which prepare for so important a branch of the public service.

TABLE VII. COMPARISON OF THE DEVELOPMENT OF NORMAL SCHOOLS AND HIGH SCHOOLS AND COLLEGES AND UNIVERSITIES WITH POPULATION, WEALTH AND PUBLIC SCHOOL SYSTEMS.

	1870	1880	1890	1900	1910	1918
Population in Thousands	38,558 61%	59,155 80%	62,622 100%	75,994 121%	91,972 146%	105,708 ²⁸ 170%
National Wealth in Millions	30,068 46%	43,642 67%	65,037 100%	88,517 136%	143,139 220%	375,000 ²⁹ 576%
School Enrollment in Thousands	7,380 58%	9,865 77%	12,724 100%	15,586 122%	17,813 140%	20,853 161%
Public School Teachers	220,225 60%	286,593 79%	363,922 100%	423,062 116%	523,210 144%	650,709 179%
Normal School Graduates	1,601 ³⁰ 36%	2,943 66%	4,413 100%	9,072 205%	13,725 311%	23,020 ³² 521%
Normal School Enrollment	9,728 36%	17,882 66%	26,917 100%	41,600 154%	71,250 264%	96,500 358%
High School Enrollment			367,003 100%	719,241 195%	1,131,466 308%	1,735,619 473%
College and University Enrollment			55,687 100%	98,923 177%	275,212 496%	387,106 ³¹ 677%

28) Census for 1920.

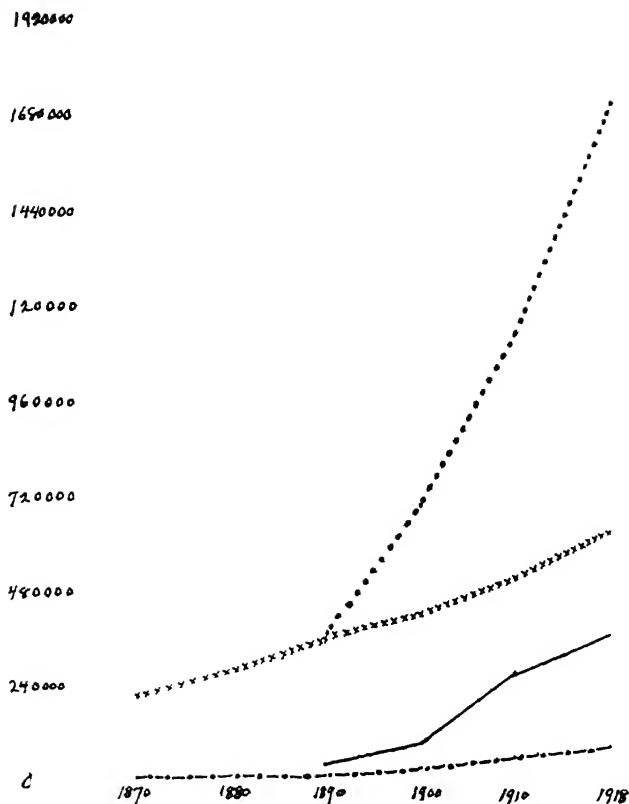
29) Estimated from Paper read before Bankers' Institute, London, by Edgar Crammond.

30) Estimated.

31) Data for 1915-16.

32) Graduates from city training schools and high school training classes included.

Diagram No. 2.
 — College and University Enrollment
 --- High School Enrollment
 ··· Normal School Enrollment
 xxx Public School Teachers



The normal schools encountered the same tendencies and influences that made it so difficult to secure and hold competent teachers in the public schools. The same reasons have reduced the attendance in these institutions from what it was before the United States entered the war; and both the quantity and quality of the output have been seriously affected. About 18,000 graduates, as a maximum annual product, have gone out from the standard teacher-training schools of the country.

A most conservative estimate of the annual needs of the schools due to growth of population, expansion of school activities, and replacements needed because of death and resignation, is from 90,000 to 100,000,³³ and during the war period it was much larger. Even if all the beginning teachers who have had any special professional training in normal schools, high schools, or summer schools, be considered as qualified for their work, there still remains a large group of teachers who begin their work each year without any guaranty of success, many of whom have not even had any instruction in high school.³⁴

The state has an obligation to define the educational and professional qualifications of those who desire to teach in the public schools. But it must do more than this. It must provide opportunities for this training in its normal schools, colleges of education, and universities. The average annual need for teachers in a state can be determined from reports; and, unless an equal supply is produced, the schools must remain closed or else be taught by persons of inferior preparation. The economic necessities of these unprepared teachers make an appeal to their parents and to school directors because the latter do not

33) H. W. Foght, *Preparation of Rural Teachers*, N. E. A. Proceedings, 1915, p. 102.

34) David Felmley, *National Crisis in Education*, U. S. Bureau of Education, Bulletin No. 29, 1920, p. 25.

understand the aims and purposes of the school as an institution. The school exists primarily for the benefit of the children who attend it; and anything which thwarts this purpose directly or indirectly should demand the immediate attention of the state.

The diminished attendance at normal schools during the years 1917-20, with few exceptions, makes it evident that it will now be more difficult than ever before to secure an adequate supply of trained teachers from that source. In the normal schools of New York State after considerable effort and with a generous salary law enacted, an increase of 328 students or approximately 17% over the previous year's enrollment was noted for the year 1920-21. In one of these schools where an intensive campaign for recruits was conducted, the entering class was only one-third of that entering in 1917. Data obtained from seven of the Pennsylvania Normal Schools showed that they graduated only two-thirds as many teachers in 1920 as in 1917. "One hundred and ninety state, county, city and private normal schools reported 11,503 fewer students than they had the year previous to the war. The schools reporting represent 60% of the total normal schools, and on this basis it is estimated that there were 19,000 fewer normal students and 7,000 fewer graduates from normal schools in 1920. Teachers' training courses in college show the same falling off, and the loss of students in some state normal schools indicates a shrinkage in students of 20, 30, and as high as 50 per cent."³⁵ The most significant fact was that at the same time the colleges and universities were crowded with the largest enrollment in their history.

The differences in drawing power of institutions which require the same preliminary preparation for entrance

35) Report of Commissioner of Education for year ended June 30, 1920.

TABLE VIII. NEW YORK STATE NORMAL SCHOOLS, ATTENDANCE AND GRADUATES.³⁶

Year	09-10	10-11	11-12	12-13	13-14	14-15	15-16	16-17	17-18	18-19	19-20
Attendance	2,014	2,292	2,512	2,718	2,992	3,248	3,541	3,628	2,644	1,736	
Graduates	777	985	1,130	1,194	1,356	1,459	1,596	1,770	1,498	922	814 ³⁷

³⁶) From unpublished study of Elementary Schools of New York State, by Fred Engelhardt, 1919.

³⁷) Approximately.

TABLE IX. INCREASE IN UNIVERSITY ENROLLMENT IN FIVE YEARS.
1915-1920³⁸

	November 1, 1915	November 1, 1920
California	10,555	16,379
Chicago	7,968	11,394
Cincinnati	2,525	3,523
Columbia	11,888	23,793
Cornell	6,351	7,349
Harvard	5,698	7,786
Illinois	6,150	9,652
Indiana	2,347	3,585
Iowa	3,138	3,585
Johns Hopkins	1,586	3,203
Kansas	2,806	4,036
Michigan	6,684	10,158
Minnesota	5,376	9,565
Nebraska	3,356	5,730
New York	6,656	10,522
Northwestern	4,408	7,567
Ohio State	5,451	7,799
Pennsylvania	7,404	10,579
Pittsburgh	3,569	5,904
Stanford	2,061	3,134
Texas	3,572	5,152
Virginia	1,008	3,409
Wisconsin	6,810	9,506
Washington	1,264	2,502
Yale	3,303	3,896
Total	121,933	191,376
	Gain	69,443=56+%

38) School and Society, January 29, 1921, p. 121.

indicate that something needs to be done by the state and by society if the demand for prepared teachers is to be satisfied. The impression is prevalent that students of superior ability are avoiding the normal schools in order to attend the institutions that apparently offer greater promise in economic outlook and a greater variety of professional choice. Several tests have been made to determine the relative ability of students in the two types of institutions. Table X shows the results of the intelligence test prepared by the Carnegie School of Technology, Pittsburgh, Pa., and given to the freshmen in eleven colleges and seven normal schools in Pennsylvania in 1919. The median difference of 13 in favor of the college students is suggestive.

Table XI shows the results obtained from applying the Army Alpha test to the students in several normal schools and universities. Measured by the army standards both groups are superior but a difference of 16.4 in the median score in favor of the college group confirms the notion that the colleges and universities are drawing the best ability. This difference is equivalent to six or seven months of mental age on the Stanford-Binet scale. The results of these tests in typical and widely scattered institutions is an evidence of the need for additional inducements in order to attract ability of the highest grade into the teaching profession.

In attempting to provide a trained teacher for every school, it is important to inquire what kind of people are choosing the teaching profession. What ability do those possess who decide to teach? What economic conditions surround them? What can they afford in the nature of an extensive preparation for teaching? These questions were answered in 1911 by Coffman's Study of the Social Composition of the Teaching Population. He found that

Diagram No. 3
 Graph of Relative Intelligence of College and Normal
 School Freshmen in Pennsylvania, 1919, See Table X.

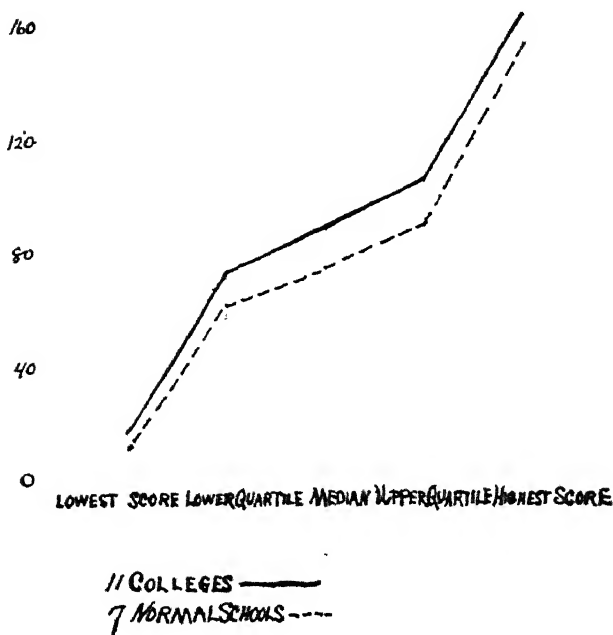


TABLE X. COMPARISON OF INTELLIGENCE IN PENNSYLVANIA COLLEGES AND NORMAL SCHOOLS IN OCTOBER, 1919, CARNEGIE SCHOOL OF TECHNOLOGY TEST.³⁹

College	Cases	Highest Score	Upper Quartile	Median	Lower Quartile	Lowest Score
A	1,437	159	108	91	74	23
B	75	132	98	87	72	33
C	134	149	108	93	78	42
D	94	162	109	92	75	50
E	64	131	104	84	67	43
F	100	150	106	85	66	32
G	94	117	73	56	43	15
H	128	151	105	87	73	36
I	87	156	100	89	73	32
J	84	135	98	83	64	40
K	68	135	106	88	71	37
All College Freshmen	2,365	162	106	88	72	15
Normal Schools						
I	62	133	91	75	61	32
II	84	155	109	94	81	42
III	137	126	82	68	60	34
IV	292	146	85	72	59	10
V	71	133	94	76	62	32
VI	164	136	85	70	56	15
VII	198	131	92	79	64	34
All Normal Students	1,007	155	89	75	61	10

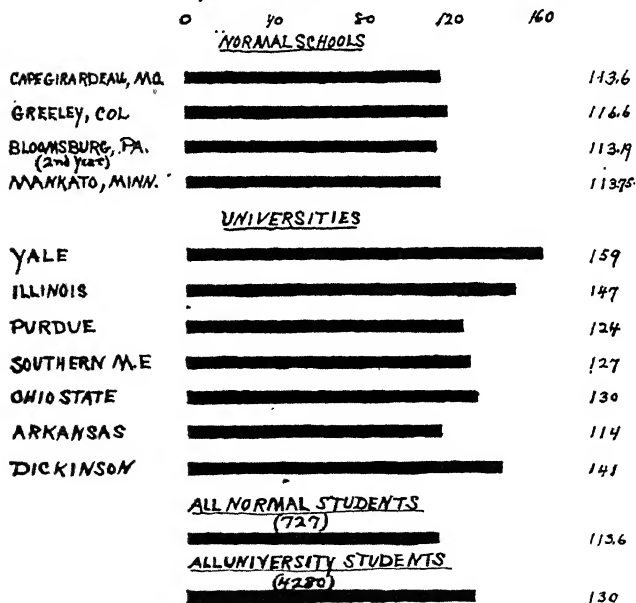
³⁹ Prepared by L. L. Thurstone.

TABLE XI. COMPARISON OF ABILITY OF FRESHMEN IN NORMAL SCHOOLS AND UNIVERSITIES AS MEASURED BY THE ARMY ALPHA TESTS.

<i>Army Rating.</i>		
A	135-212	Very Superior
B	105-134	Superior
C—	75-104	High Average
C	45- 74	Average
C—	25- 44	Low Average
D	15- 24	Inferior
D—	0- 14	Very Inferior

Normal Schools	Cases	Median Score
1. Cape Girardeau, Mo.	448	113.6
2. Greeley, Col.	102	116.6
3. Bloomsburg, Pa. (2d year)	138	113.19
4. Mankato, Minn.	39	113.75
	<hr/>	<hr/>
All Normal Students	727	113.6
Universities		
Yale	406	159
Illinois	489	147
Purdue	588	124
Southern Methodist	128	127
Ohio State	2,545	130
Arkansas	52	114
Dickinson	72	141
	<hr/>	<hr/>
University Freshmen	4,280	130

Diagram No. 4 Showing Comparison of Median Scores
of Normal School and University Students in Army Alpha Tests.
See Table XI.



the typical teacher comes from a home whose annual income was approximately \$800.00 which supported a family of six or seven members.⁴⁰ How can prospective teachers with such a background pay the cost of adequate training? The cost of preparation has increased in proportion to the increase in the cost of living while salaries have advanced in a smaller degree.

These facts have combined to prevent prospective teachers from securing the necessary preparation for their work so that the children are suffering the consequences of economic and social evils from which they should be protected. Is it not time that an indifferent and careless policy in the matter of teacher training be abandoned?

COST OF NORMAL TRAINING

Late in the school year 1919-20, typical normal schools were selected in New York, Pennsylvania, Michigan, Texas, Wisconsin, Missouri, Illinois and New Jersey in order to secure from the students themselves an estimate of expenses covering room, board, laundry, clothing, traveling expenses, and fees, but no other personal incidentals. The principal was requested to select twenty seniors at random in order to secure representative estimates. One hundred sixty-five reports reveal the fact that expenses range from \$300.00 to \$1000 and that the general average is \$470.43. This means an investment of over \$900.00 in a two-year course or \$1800.00 in a four-year course. This expense will vary somewhat with changing prices but it is a fair record of the extreme conditions which prevailed in the year in which the data were collected.

As has been shown these costs are prohibitive for teachers in the rural schools where salaries are lowest and

40) Contributions to Education, Columbia University, No. 41, p. 80.

school terms the shortest. The vital problem is to get a superior training for these thousands of rural teachers in order that they may be worthy of a salary commensurate with the importance of the task they are willing to attempt. Can America not profit by the experience of those countries of the world where this difficulty has been overcome to the extent that a large percentage of their teachers are genuine professionally trained men and women.⁴¹

ADDITIONAL AID DESIRABLE

Everything that any state has done financially to promote the training of teachers may be considered in the nature of a subsidy to the profession. The important question is whether the state can afford to restrict its activity in rendering aid to prospective teachers before every school enjoys the privilege of employing a trained teacher. It is good business to add to the capital investment in order to increase the dividends; it is wise public policy to prevent ignorance and inefficiency and to provide equal opportunity to all the children of the state. In order to have a trained teacher in every school, more recruits must be secured for the profession of teaching, more training must be furnished before the difficult task is undertaken, and teachers must be paid a living wage for their work. These desirable goals are within the scope of the state's activities and unless the state acts to protect and promote its own system of free schools, there is little hope for improvement. Even so long ago as 1907, J. M. Green, principal of the Trenton Normal School said: "I have no fault with the high standards for teaching. I hail and welcome them, but I believe if they are maintained, education must thoroughly promulgate its economic requirements. These must be acknowledged and met by the people, both by increasing salaries and by

⁴¹ See New South Wales, Japan, Germany, Denmark, Chapter III.

further decreasing the cost of higher education for teachers by additional state aid."⁴²

As an indication of the growing interest in this phase of the problem, it is pertinent to state that at the meeting of the Association of Academic Principals of New York State in December, 1919, a resolution was adopted urging additional state subsidies for prospective teachers. Section XII of the Sterling-Towner Bill now before Congress, proposes the appropriation of \$15,000,000 "to encourage the states in the preparation of teachers for public school service, particularly in rural schools, to provide and extend facilities for the improvement of prospective teachers, and to provide an increased number of trained and competent teachers by encouraging *through the establishment of scholarships and otherwise*, a greater number of talented young people to make adequate preparation for public school service."

At the National Citizens Conference on Education held in Washington, D. C., May, 1920, it was resolved that "since the teachers of America come so largely from homes that are economically unable to bear the expenses of the education of their sons and daughters, it may be necessary, in order to secure the best quality of candidates for the teaching profession, *that the living expenses of teachers in training will need to be met by the state, either through scholarships or by means of a loan which may be paid in part or entirely by actual service*, in teaching following graduation."⁴³

There is no doubt that one of the most serious defects in the educational system today is the incompetent teacher. If this problem were solved the conditions in more than 50% of the schools would be radically improved, and the

42) N. E. A. Proceedings, 1907, p. 370.

43) U. S. Bureau of Education, Bulletin No. 29, 1920, p. 131; italics mine.

question as to what is the matter with public education could no longer be asked with the same implications and emphasis.

SUMMARY

1. The public school has been able to adjust itself to new demands and conditions. A remarkable world-wide state of unrest and change as a result of the war has already influenced education and will continue to do so.

2. A study of the members of the teaching service in typical states shows that a large percentage of the teachers, especially in the rural districts, are inadequately prepared for the duties of the profession.

3. The statistics of the enrollment in high schools, colleges and universities, and normal schools show that the profession of teaching is not attracting a sufficient number of recruits. It is significant that the numbers seeking higher education for other vocations are rapidly increasing.

4. Inadequate attendance in normal schools is also accompanied by the admission of students of somewhat inferior ability as compared with those entering universities and colleges.

5. The cost of normal school education is too great compared with the salaries of many rural teachers to justify the expense of adequate preparation.

6. Educational organizations are suggesting in resolutions and proposed legislation additional state assistance to prospective teachers as one of the potent remedies for the situation.

CHAPTER III

PLANS FOR RECRUITING THE PROFESSION THROUGH FINANCIAL ASSISTANCE¹

One of the essential activities of state educational administration is that which relates to the preparation of teachers. An annual supply of new teachers is necessary to fill the vacancies in 10% to 30% of the schools, as shown in the representative states described in Chapter I. Unless the state concerns itself with the preparation of these required teachers, what agency will? The alternative presented is to fill up these schools with the candidates who apply, allowing their preparation to be determined by chance factors. The interests of the children are so vital that the latter policy is unwarranted in a responsible government.

In their efforts to meet the demand for better teachers, the states have had a varying experience. To supply the shortage of teachers which some states have felt more keenly than others, several experiments to aid financially in the preparation of teachers have been made. What progress has been made by any state in this endeavor? What are the conditions in state systems of education that should be modified in order to provide competent teachers for every child? These are questions that need to be answered before any suggestions can be made, based upon either theory or practice.

A. IN THE UNITED STATES

Free schools on both the elementary and secondary levels are now so nearly universal that it is difficult to realize that this is comparatively a recent achievement.

1) See Appendix B.

It is now possible for thousands of American youth to pursue their studies through the university practically without personal charge for tuition. State maintained institutions generally are free to the residents of that state and in harmony with that policy the state normal schools make no charge for instruction. In this respect the prospective teacher has no advantage from the state over individuals preparing for many other occupations. There is but slight opposition to this policy of offering the widest possible range of training at public expense, but the teacher will be an employee of the state and, therefore, the interest of the state in the efficacy of his training is greater than it is in training for many other fields of activity.

Transportation is one of the costly items for prospective teachers in states where the distances are great and the institutions few. Very little has been done by the states in striving to meet this situation. In Wyoming railroad fares in excess of \$10.00 are paid by the state to the students in the teacher-training department of the State University. Montana refunds all transportation in excess of \$5.00. New Mexico pays all above \$3.00 round trip and Rhode Island makes an appropriation to cover all transportation.

In fifteen states, free textbooks are supplied to the students who are preparing to teach.² In a few cases books may be rented at a low charge and in New Hampshire and Massachusetts supplies are furnished. In many states individual schools are found which maintain loan funds for emergency cases among the students. These funds are usually maintained by gifts from the classes, by contributions from alumni and faculty, or by private philanthropy. In the Louisiana State Normal School at

² See Appendix A.

Natchitoches, money available for this purpose amounts to \$20,000.00 in several funds. In Massachusetts, the legislature appropriates \$4,000.00 per year which may be applied to the transportation of needy students, \$30.00 or \$40.00 to each. In many schools where no such fund exists, special cases are taken care of by members of the faculty or by local organizations. Many worthy young people who would otherwise have been lost to the profession, have thus been aided.

Several states have attempted the experiment of offering scholarships in order to secure a sufficient supply of teachers. In Connecticut in addition to free tuition, annual scholarships of \$150.00 for each student have been available for a number of years, on condition that the graduates teach three years in the rural schools. Out of 100 scholarships available only sixteen were called for in the year 1920-21. The salaries and living conditions in the country were so unattractive that the experiment was almost nullified. It has been proposed that this scholarship be raised to \$300.00 to make it effective. Louisiana has a plan by which each police jury of the state and each ward of the city of New Orleans may designate one female student to the normal school, whose support, not exceeding \$250.00 per year, may be charged against the police jury or ward. The beneficiaries are appointed on the basis of competitive examinations from among *needy* persons. Less than 50% of the districts are represented, —largely, no doubt, because of the stigma of poverty that attaches to the subsidy.

In 1920 the State Education Department of Delaware selected certain students from those desiring teacher-training work and granted them scholarships of \$150.00 per year. As a modification of this plan the department suggests that all expenses of those qualified to train for

elementary work be paid. The law also allows liberal support for the teachers who take work in summer schools to improve their efficiency in service.

In Maryland the legislature of 1920 so increased the appropriation to the normal schools that the net cost of board, laundry, books, tuition, and other necessary items to each student was only \$100.00 a year. Any high school graduate who pledged two years' service was admitted on these terms. The governor has assented to the policy of relieving all teacher-training students entirely from the costs of maintenance and the State Board of Education will have the opportunity to work out the details in future legislation. The county boards of education have been required by law for years to pay \$25.00 to any teacher who attends summer school.

The Normal Board of Regents in Texas offers scholarships to the honor students among the boys and among the girls in each fully affiliated high school of the state. This scholarship exempts the students from paying fees and as they may also receive scholarships in the colleges and state university, very few enter the normal schools on this basis. At Huntsville, Texas, only five honor students were enrolled in 1919-20 and four in 1920-21. A scholarship worth \$100.00 is open for students from junior and senior colleges. Several scholarships worth \$200.00 or \$250.00 are offered by alumni and other individuals. The experience in Texas and in other states shows that students prefer to go to college rather than to normal schools when the scholarships are equal or when the larger subsidy is granted for college attendance.

In order to make a special provision for rural teachers in New Mexico, there are chosen annually fifty teachers who possess ability to read and write both English and Spanish, who have taught for ten months on a third-grade

certificate, and who are between eighteen and twenty-five years of age. These teachers pledge themselves to teach two years in rural districts after completing a prescribed one-year course. When they finish the course in the normal schools, they receive a second-grade certificate good for the two ensuing years. From a special state appropriation \$300.00 is paid to the normal school of his choice for each teacher, selected for this rural course. This grant pays actual and necessary expenses for board, books and school supplies, lodging, matriculation and tuition. The law provides that the amount allowed to each student shall not be less than \$20.00 per month for board and lodging and that any balance in the fund shall become part of the maintenance fund in that institution. This plan has several weaknesses. The number is inadequate for the whole state and the preliminary training of such scholarship students should be graduation from the four-year high school course. Principal W. O. Hall, of the Silver City Normal School said of these students that they were superior in responsibility and in diligence in their work though no superiority was noted in its quality. New Mexico realized her need for trained teachers and began a plan which makes progress possible. Along with this state assistance a law has been passed requiring that rural school districts should spend not more than \$70.00 a month for a teacher holding a third-grade certificate, \$90.00 for one holding a second-grade certificate and \$110.00 for one holding a first-grade certificate.³ Ex-State Superintendent Wagner said that salaries for the year 1919-20 under this law were advanced 30% or 40%. Hence state subsidy in this case did not prevent increase in salary.

3) Act to provide for the Training of Teachers for Rural Districts, approved March 18, 1915.

The state of Maine, in order to establish a rural teaching profession passed an act⁴ which provided for the selection of one hundred rural teachers annually who have had a complete normal school training or its equivalent and successful teaching experience, and who are persons of unusual ability and sympathetic with rural life and work. These persons were to attend a special course of instruction during the summer months, the expense of travel and board being provided by the state. They were then to return to the service of the town from which they were chosen for at least one year, during which they were to act as rural critic and helping teachers. At the close of the school year, upon satisfactory evidence of successful service, the teachers were to receive from the state a bonus of 25% of their regular annual salary. State Superintendent A. O. Thomas said,⁵ "The problem is so to motivate the rural phase of education that it will attract the brightest minds and the finest personalities of the profession. Dignity, wage and service are all essential." An annual appropriation of \$20,000.00 is devoted to this work. To accomplish the purpose indicated, the state decided to pay for additional training and to pay for the superior service rendered.

The need for expert teachers of trade, industrial, and technical subjects in the public vocational schools led the state of New York to pass a law in 1919,⁶ providing annually for twenty-five scholarships at the Buffalo State Normal School in a one-year industrial teacher-training course. Persons completing the course are licensed for life to teach their special trade, industrial, or technical occupation. The law provides that persons chosen for

4) An Act to provide for the Training of Rural Teachers, Chapter 51, P. L. 1919.

5) Circular letter: Special Training for Rural Teachers, May 15, 1919.

6) Section 825 New York Education Law, 1919.

these scholarships shall receive \$1500.00 if they are without dependents, or \$2000.00 with dependents. These amounts are paid in ten equal installments.

The law requires that each of these men must have had not less than five years' practical experience in one of the thirteen occupations listed. Candidates must be not less than twenty-one nor more than thirty-six years old. Good health, moral character, citizenship, residence in New York, and ability to read, write, and speak English were additional requirements. Salaries paid in 1920 to such teachers in New York ranged from \$1800.00 to \$3500.00. L. A. Wilson, Director of Industrial Education, writes that the state has been able to select some very strong men for these scholarships.⁷

This plan shows what a state feels justified in doing to fill a serious need in a definite department of the work. It also shows that scholarships and relatively high salaries after the training are not inconsistent with one another. When the soldiers, sailors, and marines came back to civil life after the war, several states, including Oregon, Wisconsin, and New York, passed acts providing scholarships in higher institutions. The New York law provided for 450 such state scholarships. Each entitled the holder to his tuition, not exceeding \$100.00 per year, in any college, university, normal school, technical or trade school of his selection, located within the state, such tuition to be paid by the state, together with an additional sum of \$100.00 a year for the maintenance of the student while in attendance upon instruction.⁸ Thirty thousand dollars was appropriated by the legislature to carry out this act.

7) Personal letter, October 20, 1920.

8) Section 78, Article 3, Education Law, New York State, 1919.

B. IN AMERICAN CITIES.

More than thirty cities reported to the United States Bureau of Education in 1918 that they were maintaining training schools for teachers to supply at least a part of the annual demand. According to a bulletin of the United States Bureau of Education in 1914, a number of such cities were paying various sums of money to these prospective teachers for the time spent in actual practice teaching.⁹ In 1920 in New York City this payment was \$2.00 a day; in Baltimore \$1.50 a day; in Wattertown, N. Y., it was \$3.00 a week. In Akron, Ohio, the training school was not getting a sufficient supply of the capable high school graduates of the city. The population had increased very rapidly, and the Board of Education decided to pay the normal school students at the rate of \$50.00 per month for the two years of training. The number of students was limited to the capacity of the school and a competitive examination enabled the officials to select from the students possessing the best ability. Superintendent H. B. Fisher, of Streator, Illinois, wrote¹⁰ on October 30, 1920: "We are this year trying the experiment of giving aid amounting to \$150.00 a year to a few graduates of the local high school who are in attendance upon one of the state normal schools. This aid is to be given each year for two years. Each recipient of this aid, each year, gives one note for \$100.00 and another for \$50.00. For each year that she teaches in the Streator schools a note or notes amounting to \$100.00 are cancelled. No interest is payable until after maturity of the note, which is set at a point three years after the completion of her normal training." The beginning salary

9) Bulletin 47, *City Training Schools*, Frank Manny, 1914, Appendix E. U. S. Bureau of Education.

10) Letter to Carnegie Foundation, N. Y.

of these graduates is \$1,000.00 with an annual increase of \$75.00.

Cities have done more to encourage teachers to improve themselves in service than have other school districts, because they have had the best trained and more ambitious group of teachers in the past and consequently appreciate the value of training, and because they have the taxable wealth, and are more likely to receive large bequests or benefactions. Indianapolis and Pittsburgh, for example, have the Gregg Fund and Frick Fund, respectively. Teachers in both cities are furnished scholarships at educational institutions in all parts of the country. Some of these scholarships have aided teachers to make journeys to foreign lands in order to gain various advantages for their particular work. In the beginning of the administration of the Frick Fund, the commission paid the entire expense of the teachers who were sent away. Later on it paid two-thirds of their expenses, and thus was enabled to send a much larger number of teachers. It has been found in many cases that the teachers who were sent once felt themselves so much benefited by their visits that they subsequently undertook additional training at their own expense.¹¹

TABLE XII. HENRY C. FRICK EDUCATIONAL COMMISSION,
PITTSBURGH, PENNSYLVANIA.

Summary of Aid to Teachers

Number of teachers who have received scholarships.....	1511
Number of teachers who have received training in Social Service work	319
Number of teachers who have received training in Ameri- canization work at the University of Pittsburgh during winters of 1918-1919 and 1919-1920 to date.....	256
Number of teachers sent to educational conferences and to	

11) Year Book of Phoebe Brashear Club, Pittsburgh, Pa., 1917,
p. 13.

educational institutions for observation and study of
methods 30

Number of teachers benefited by the Hency C. Frick Educational Commission fund 2116

Number of different schools attended by the teachers since the establishment of the fund 61

Until the death of Mr. Frick, this endowment fund consisted of the interest upon \$500,000.00. In his will he left the Educational Commission ten shares of his residuary estate, which he estimated at \$500,000.00 a share. The future training of selected groups of Pittsburgh teachers has consequently been placed upon a very solid foundation.

Many other cities according to the reports of the city superintendents grant permanent increases in salary to those teachers who are ambitious enough to attend summer school at their own expense. In others a definite appropriation of \$25.00 or \$50.00 is made toward the expense of teachers attending summer sessions.

C. IN CANADA.

In the Province of Quebec in 1920, all Protestant teachers in training at Macdonald College received tuition free and those who agreed to teach three years in the rural schools, received a bonus that covered a considerable part of their boarding and other expenses. At the Roman Catholic Normal Schools, the government is also providing free scholarships for students who could not afford to put themselves through.¹² In British Columbia and Ontario the traveling expenses of normal school students are paid, while in Ontario only, \$1.00 per day is paid toward their living expenses if they have promised to teach for three years in rural schools.

In May and June of 1919 a survey of the secondary schools in the Province of Alberta was made to ascertain

¹² Personal letter from Superintendent's Office, June 14, 1920.

the probable enrollment at the normal school in September.¹³ It was found that a number of students were likely to be debarred from entering the teaching profession because of the increased cost of living away from home, and because of the lengthened course. The government then adopted the policy of extending its loan scheme, created for returned soldiers in 1918, to all persons who wished to qualify as teachers and who would promise to teach two years in Alberta. The maximum sum loaned to any person was \$400.00 payable in eight equal instalments. Notes bearing 7% interest were drawn up and signed by guarantors. In the year 1919-20 approximately \$28,000.00 was loaned to students.

Under this plan an appropriation forms a revolving fund and continues to assist in the training of teachers indefinitely. It renders aid to those who need it and secures a group of trained teachers who, without such aid, would be compelled to begin remunerative work in other occupations.

D. IN LATIN-AMERICA.¹⁴

In Brazil, Argentina, Chile, and other Latin-American countries, the great majority of the normal schools are on the secondary level and admit pupils at the age of 14, after they have finished a six-year or seven-year elementary course. These institutions were introduced and fostered by the governments and were organized on the same plan as are military schools. The pupils are educated, clothed, fed, and trained at state expense for a specific public service. In return for this aid, the pupil contracts with the government, with the consent of parent or guardian, and furnishes a bond that he will serve

13) Personal letter, G. Fred McNally, Supervisor of Schools, Nov. 17, 1920.

14) U. S. Bureau of Education, Bulletin No. 30, 1912, Latin-American Universities and Special Schools, E. E. Brandon.

as a primary teacher during a fixed number of years (varying from four to six) in whatever school assigned, or reimburse the state for the expense incurred in his training.

The scholarships are distributed among the administrative units of the district where the normal school is located and are awarded on competitive examination. In the early days all pupils were state scholars. Now young people living near the schools take advantage of their opportunities. For such the instruction is free or the expense is merely nominal.

So marked is the discrepancy between remuneration in commercial and industrial pursuits on the one hand and teaching on the other that men have all but disappeared from the profession of primary teaching. Where formerly there was a host of candidates for every vacant scholarship, there are now districts where no men candidates apply. These conditions are found under all circumstances and in all continents and can be ascribed in large part to the unprecedented industrial advance of the age. This experience shows that a subsidy plan will not supply teachers if a living wage is not paid to the skilled worker.

The Province of Entre Rios in Argentina of which Parana is the capital founded a special normal school for rural teachers ten miles out in the country on a farm of 400 hectares¹⁵. Its course was half academic and professional, and half agricultural. The purpose of the school was to train men for the rural schools where a house for the teacher was supplied and four hectares of land about every schoolhouse could be used as a garden. The products of this garden belonged to the teacher to use or sell. The school started with thirty free scholarships in 1905 and the number has been increased as the insti-

15) One hectare equals 10,000 square meters equals 2.471 acres.

tution grew. This combination of subsidized training and supplemented salary has worked well in that province.

These Latin-American Normal Schools have made a profession of teaching possible in the elementary schools, but the course of study and entrance requirements prevent them from supplying the secondary schools with teachers. Occasionally the failure of students to fulfill their pledge has been winked at and at other times political influence has given scholarships to the unworthy, but the general success of the plan of subsidizing prospective teachers is unquestioned.¹⁶

Brazil, Argentina, Peru, Chile, Columbia, Costa Rica, and Mexico are some of the countries that have subsidized the teaching profession with slight variations from the methods discussed.

E. IN EUROPE.

1. *France.*

France with its centralized system of public education affords one of the best illustrations of aid for the prospective teacher. Each department, corresponding somewhat to one of our counties, is required to maintain a normal school for girls and one for boys. These are usually located in the largest towns of the department. The expenses of the schools are divided between the department and the state. The latter pays all salaries for instruction and the living expenses of the pupils, while the department provides the buildings and grounds and maintains them. Some of the wealthier departments provide the pupils with sufficient clothing for the entire course. In the summer, excursions are conducted for a group of pupils half chosen by the faculty and the other half by the pupils. Trips to England, Spain, and Sardinia

16) E. E. Brandon, U. S. Bureau of Education, Bulletin No. 30, 1912, Latin-American Universities and Special Schools.

have been taken at the expense of the wealthy departments. Entrance to the normal schools is by competitive examination. In some departments there have been from three to six times as many candidates as there were places. In order to be admitted to the examination the individual must be in perfect physical condition, must be between sixteen and eighteen years of age, and must agree to remain in the public school service for ten years, and hold the *brevet élémentaire*.¹⁷ He must give bond signed by a responsible relative or guardian agreeing to reimburse the state if the contract is broken.

From one-half to two-thirds of the elementary teachers are trained in the normal schools under this plan of subsidies.¹⁸ The nation maintains two higher normal schools for the purpose of training teachers for the many lower normal schools. All expense of these schools and the pupils was provided by the nation. Some prospective teachers of modern languages have been sent abroad to get a post-graduate year's training in English or German at government expense.

The idea of professional education for elementary teachers is firmly implanted among the French, but the conditions which resulted in the Great War compelled the nation to maintain such a large army and navy and to require so much military training that education has suffered financially.

2. England.

In England teacher training is a serious problem because there are so many different types of schools from which prospective teachers come and because the methods of preparation vary greatly. In 1912, of the certified

17. Result of examination based on a standard slightly higher than elementary school.

18) The Public Primary School System of France, Farrington, 1906.

teachers of England only 57.15% were trained.¹⁹ There is a complete system by which persons intending to enter the teaching profession receive a free education for the purpose. This opportunity means more in England than in America because so many of the better schools are tuition schools. The usual course is for a student to remain in the secondary school, usually as a bursar until he is seventeen, and then to become a student-teacher. Then he takes the preliminary examination and proceeds either to a training college, where the usual course is two years, or to a university training department where the course is usually three years and leads to a degree. Opportunities are provided for additional years of study. Examinations are used for selecting candidates for these grants and examinations are the basis of certification at the end. The Board of Education is urging an increase in "maintenance allowances" by local authorities. Training Colleges in England are furnishing only half of the 9,000 teachers required annually. Before being appointed as a pupil or student-teacher or bursar, a candidate and his parent must sign a declaration that he intends to teach, and before entering a training college he agrees to reimburse the Board to the extent of the amount paid for his education if he does not successfully finish the course and serve in an approved school for a specified period. The influence of the mother country is very noticeable in the various British Colonies in regard to state aid for prospective teachers.

3. *Scotland.*

In Scotland teacher-training is well centralized. In 1905 only 67% of the teachers were certificated and in 1912 the number of well prepared teachers had increased to 96%. This was the result of the state's taking con-

19) Report of Board of Education, 1911-12.

trol of the function of training teachers which had been formerly managed by the church. The state equipped the existing colleges with buildings and apparatus and paid the fees of students in the form of grants.²⁰ The student signs an agreement to complete the course and to teach from two to six years, according to the sums which have been paid him in fees or allowances. These agreements are looked upon seriously and the contracts are performed. The result of the plan is that boys and girls from the artisan class and from the homes of small merchants are the usual candidates for these stipends. Students who pay their own fees are welcomed but have no obligation to serve. About 1,400 new teachers are needed in Scotland annually and this is the output of the teacher-training institutions. The education department does not take any responsibility for employment. Judd says, "Subsidies for teachers' salaries in schools of poor communities will have to be provided as the counterpart of the legal demand that the remotest highland school shall employ a teacher whose professional training cannot be completed under most favorable conditions before the candidate is twenty-one."²¹

4. *Germany.*

In Germany before 1914 it was impossible to enter the profession of teaching without having an efficient preparation. Each teacher must have satisfied the requirements of a high order in each state, and when he was appointed he became a member of the service for life or until pensioned. A teacher in the *Volkschule* was trained in those schools for the common people and then he took six years of additional preparation. Small fees were charged but

20) Training of Teachers in England, Scotland and Germany, Judd, U. S. Bureau of Education, Bulletin No. 35, 1914.

21) Chas. H. Judd, U. S. Bureau of Education, Bulletin No. 35, 1914, p. 52.

if the student was capable and yet unable to pay for his maintenance the state made up the deficit. The student promised to pay back all costs of his education if he did not complete the course, or if he failed within the first five years after passing the first teacher's examination to accept the position assigned him in the public school service by the provincial or central authorities. On account of the tenure of these teachers, the annual turnover was not great, and it was possible for the authorities to select from the large number of candidates the best ability for the places in the *Lehrerseminare*. The profession of teaching was the only one open to these pupils and the stipends made it specially attractive to those coming from the poorer homes.

In Prussia in 1911, 78.8% of the teachers in the elementary schools were men. Eighty per cent. of the German teachers have taught longer than five years, the average American tenure. Forty-five per cent. of the male teachers in cities have served more than twenty years. Fifty-three per cent. of the men in the country schools have taught more than ten years. Along with tenure the salary paid provided the teacher with a comfortable home, education for his children, some opportunity for savings, and a pension. The middle 50% of German teachers were better paid than the same group in the United States. Administrative officers and teachers were more nearly on the same salary level. The best feature of all was that the country schools were as well taught as those of the cities. Most teachers began in the country after they were trained.²²

5. *Portugal.*

In Portugal, by a law which went into effect in September, 1919, there were created three normal schools.

²²) Prussian Elementary Schools, Alexander, 1918.

Others may be established by the government when the general assembly of a district requires them, it being necessary always that these corporations assume the responsibility for building and equipping the school, leaving to the state the payment of salaries of teachers and other employees.

There is to be granted a scholarship of 120 *escudos* (\$72.00) annually to students who show themselves to be in need of this help, preference being given to children of primary teachers. The number of students who may take advantage of this scholarship in each school year can be raised to one hundred for each normal school. A student who loses a year through failures or through having been suspended, excepting in cases of proved illness, loses his right to a scholarship. Scholarship students are obliged to teach in the official schools for ten successive years or to return the amount received in scholarship grants, under penalty of losing the right to exercise public functions if they fail in one of these obligations. The funds for these scholarships are to come from the grants of the state to the districts for the expenses of primary education.²⁴

²³⁾ The Preparation of Teachers in Portugal, L. M. Wilson. Educational Administration and Supervision, January, 1919, pp. 44-46.

NOTE: Holland maintained sixty-four normal schools in 1910. The state supplied free books, free tuition and in some cases granted a subsidy to pay part of room and board for students whose parents do not live near the school.

Denmark provides one hundred annual scholarships for teachers at the University of Copenhagen. Norway maintains six public and four private colleges for teachers. Instruction in the public colleges is free and there are a number of free scholarships in the private colleges. The government makes appropriations for teaching scholarships for special teachers and for primary teachers. These courses are given at the State University and at the Bergen Museum. In Sweden in the higher Training College for women tuition is free to all and in addition many poor and deserving students receive scholarships from the state.²⁴

²⁴⁾ Modern Education in Europe and the Orient, Cloyd, 1917.

F. *In Asia.*

In the Orient the normal schools provide the best opportunity for girls to get a higher education. In Japan girls are not admitted to government colleges nor to the universities. The fact that the government furnishes an allowance to cover board, tuition and clothing, as well as other incidental expenses, makes a course in preparation for teaching so popular that only about 25% of the candidates are admitted. Some are admitted who are willing to pay their own expenses. The graduates receive certificates and those who are men receive an allowance of one year's military service instead of nine compulsory years of service. These teachers promise to teach two or three years in schools designated by the government and for periods of one to four years in schools of their own choice.²⁵

There are higher normal schools for training secondary teachers where the terms of admission are equally liberal.

In China the provinces maintain normal schools for the training of elementary teachers where board, tuition, textbooks, and in some cases uniforms are furnished at state expense. "This is one of the best phases of the present system of Chinese education."²⁶ The Central Government has provided training schools at Peking for the training of secondary school teachers. Many teachers are trained in the mission schools where as far as possible everything is free.

In India students or teachers undergoing training generally receive a stipend or the pay of their post. Because of a lack of students these stipends have been raised during the last five years. In the central provinces they now range from \$12.00 to \$18.00 a month. Madras also grants an allowance for traveling expenses.

25) *Modern Education in Europe and the Orient*, Cloyd, 1917.

26) Information given by Chinese students.

Teachers' College Contribution to Education, No. 64, P. W. Kuo, p. 169.

The students pledge themselves to teach two years, if girls, three years, if boys, and to refund the amount of their aid if they fail to render the service. In Madras far more apply for stipends in the normal schools than can receive them.²⁷

G. *New Zealand, Australia and South America.*

New Zealand grades its prospective teachers with reference to previous training and experience. The best grades receive grants of \$450.00 for board and tuition at the university and the others receive \$350.00. Provision for further improvement in these allowances is at present under consideration. In 1918, the average salary for men was about \$1,360.00 and for women, \$765.00, making no allowance for exchange.²⁸

Provinces like New South Wales, Victoria, and Queensland in Australia give much aid to the prospective teachers. The amounts are based upon standing in competitive examinations. After graduation the teachers are members of the state service and are placed where needed. Thus the isolated country children receive trained instruction, for itinerant teachers visit such children in their homes several times a year. In Queensland a zoning system of salaries has been inaugurated by which the inconvenience of living far from the city is neutralized by adding \$100.00 per year to the salary for each zone, one hundred miles wide.²⁹

Transportation is provided for pupils and prospective teachers in New South Wales. In return for these grants the students must give bond for two years' service. The government supports several post-graduate scholarships

27) *Progress of Education in India*, Bureau of Education, India, 1912-1917.

28) *New Zealand Government Education Report*, 1918.

29) P. P. Claxton, address New York City, 1921.

worth \$1,500.00 per year.³⁰ Other provinces have similar plans.

In South Africa the plans for prospective teachers are like those mentioned in Australia. Scholarships, free transportation and maintenance are offered by some provinces.³¹

Thus around the world in many different countries the government has found it necessary to aid prospective teachers with various types of subsidies. The supply of teachers from this source is only limited by the amount of money available.

SUMMARY.

1. Financial assistance for prospective teachers is found in every state. It varies from free tuition to complete maintenance during training.

2. Many foreign countries have secured a portion of their teachers by aiding those who need assistance or by rewarding those who win a limited number of places through competitive examination.

3. In some countries a larger state investment in training often results in the teacher becoming a state officer who may be assigned in the school system where the greatest need exists. Thus urban and rural educational opportunities become more nearly equalized.

4. Students who receive aid must obligate themselves to a definite period of service or else refund the subsidy to the state.

5. The number aided is limited by the resources available for the purpose rather than by any evils inherent in the plans of subsidy.

30) New South Wales Government Education Report, 1918.

31) Graduate Students' Reports.

Monroe, *Cyclopedia of Education*, Article, South Africa.

CHAPTER IV

METHODS OF RECRUITING OTHER OCCUPATIONS AND PROFESSIONS THROUGH FINANCIAL ASSISTANCE

Teaching is not the only vocation that has received financial support from the state and nation. The development of vocational education in the schools is a result of the recognition of the principle that one of the important functions of training future citizens is to render them self-supporting and independent. To create wealth promotes the economic stability of the state as well as that of the individual. Vocational education plans to aid the student in discovering his own possibilities and in making the most of them. Experience has brought the leaders in industrial education to conclude that short intensive courses in the schools with definite objectives, are better than the more extensive courses which were planned formerly. Such short courses enable the individual to enter his chosen field of labor sooner and permit him to earn while he learns. Promotion comes as he develops ability through his service. The state aids in his preparation and he is soon able to help himself.

In the vocation of teaching, conditions are very different. The same need for assistance exists, but it takes much longer to get ready to do a piece of professional work.

The state has a more vital interest in the preparation of the teacher than in the training of a majority of workers because the teacher becomes an employee of the state and because the raw materials of the school, the children, are the hope of the future. The teacher needs a long course of preliminary training since teaching differs from

the industrial pursuits in that its responsibilities and burdens cannot be assumed gradually. In short this is an outstanding contrast between a profession and a trade. If the state should aid individuals to learn trades which require such short preliminary training, how much more should the state prepare recruits for the difficult art of teaching! That is a task which requires a maximum of skill from the first day of actual practice. It needs a breadth of vision that recognizes the desirable outcomes of education. This preparation requires years of study.

The Carnegie Foundation for the Advancement of Teaching recommends that normal schools become teachers' colleges as rapidly as possible in order that prospective teachers for the elementary schools may be better prepared.¹ There is a marked tendency among the normal schools of the country to accept this recommendation. The normal schools of California and Washington are rapidly moving toward the college basis. Kansas, Missouri, Indiana and Michigan in the Middle West maintain several four-year courses, while New York in the East, has changed its standard normal school program from a two-year to a three-year basis to take effect in 1921-22. The more extensive the preparation required for teaching, the more necessary will adequate state assistance become in order to make it possible for prospective teachers to get the training. The movement to extend the time for the preparation of teachers is directly opposite to that of shortening the time for the preliminary training of industrial workers. This difference emphasizes the need of aid for teachers during the long period of preparation to compensate for the wages that other workers may earn during their early experiences in industry.

1) Bulletin No. 14, 1920, Carnegie Foundation for Advancement of Teaching.

SCHOOLS IN INDUSTRY

Corporations have learned the lesson that specific training is worth while. Employees have been encouraged to attend evening schools, or else to attend classes within the institution. The great electric companies, the Westinghouse and the General Electric Company are notable examples. The Ford works, in Detroit, conduct a large educational department. John Wanamaker's department stores organize classes in salesmanship and in courtesy and hygiene. The great banking institutions train their new workers. The purpose of this instruction is to develop the types of service demanded, and to make promotion possible, and to contribute to contentment and permanence of tenure. Young people need help to find themselves in industry and in society. The continuation schools found in fourteen states are striving to assist these young workers to prepare for advancement. The individual seldom pays all that his training and education cost for a particular occupation or profession. The parent assists, then the state, then perhaps the endowed educational institution, and finally the corporation employing the worker. In a comprehensive sense, all of this assistance is the effort of organized society to perpetuate and improve itself by preparing the individual to participate in the activities of the group.

OCCUPATIONS FOR WOMEN.

Since most of the public school teachers are women, it is fitting to study the situation at present with reference to several occupations that are filled almost exclusively by women. Throughout a period of training for these vocations, the workers are paid and the ultimate earning capacity is not reduced because of support during the learning process.

The telegraph and telephone companies train girls for their work. The Western Union Telegraph Company

employed girls in 1913 at \$3.50 per week and gave them two hours of instruction every day. At the end of the first year they could receive instruments at \$25.00 a month. Skilled operators before the war received \$60.00 to \$70.00 a month. The telephone companies paid from \$6.00 to \$15.00 a week and gave instruction to beginners for a period of four months.² Thus progress was made according to the industry and ability of the individual until in some cases the weekly salary ranged from \$23.00 to \$36.00 and chief operators sometimes received \$50.00 a week. The corporation gave the training and advanced the worker. According to the Census Bureau ³ for 1917, more than 155,000 women and girls were employed in this industry.

In the United States there are more than 600 general hospitals that train women as nurses. The educational requirements of this profession are in many ways analogous to those for teaching. Only 12% of the nurses' training schools permit the graduates of the elementary schools to begin the work, while 28% require complete four-year high school preparation. The courses for training vary in length from a year and a half to three years. Only a small number charge tuition and these are generally post-graduate in character. About 1,400 of these training schools pay their students a cash sum besides furnishing them room, board and laundry. The median remuneration for the first year of training is \$72.00; for the second year \$96.00; and for the third year, \$108.00. It is true that they work while they earn and deserve all they get, but it does not prevent a trained nurse from making a relatively high charge for her services after graduation. Both teaching and nursing are essential for the public

2) Profitable Vocations for Girls, E. M. Weaver.

3) 1917 Census of Electrical Industries, Bureau of Commerce, issued 1920.

good. Both require an extensive training in order to do the skilled work that the occupations demand. The rewards for training in both are practically equal. The median income of 1,000 nurses in New York City without maintenance in 1903 was between \$900.00 and \$1,000.00.⁴ From the economic point of view, which type of training would a young woman choose, the training school for nurses, or the training school for teachers?

Another occupation that employs many women, is office work, including stenography. The commercial course of the public high school gives a preparation that admits the worker to this occupation on its lower levels. As a measure of the drawing power of a vocation whose training is obtained at public expense, enrollment in commercial courses in the high schools for the year 1917-18 may be fairly taken. Of 278,275 pupils enrolled in commercial courses, 173,857 were girls.⁶ The wages ranged from \$12.00 to \$160.00 a month in this occupation in 1913.⁷ Among twenty-six stenographers who had had high school training only, and who were working in the best type of offices in New York City in 1920, \$110.00 was the median salary.⁸ As long as such salaries may be earned without a period of training in an institution away from home, and without large personal investment, it is easy to see why the occupation has attracted so many prospective workers.

TEACHING COMPARED WITH MILITARY SERVICE.

Teaching is a type of government service that may be compared with that rendered by the officers of the army and the navy. To promote the general welfare in times of peace and to provide for the common defense in times

4) *Vocations for Girls*, E. M. Weaver, p. 211.

6) Report of U. S. Commissioner of Education, Bulletin No. 19, 1920.

7) *Vocations for Girls*, E. M. Weaver, p. 126.

8) Unpublished Study of Russell Sage Foundation.

TABLE XIII. REMUNERATION AND EDUCATIONAL REQUIREMENTS OF NURSES IN GENERAL, HOSPITALS IN THE UNITED STATES.⁵

Pay per year	First Year	Second Year	Third Year	Eighth Grade	First Year H. S.	Second Year H. S.	Third Year H. S.	Fourth Year H. S.
No Report	70	70	70	Mini. Educational Requirement in 1st Year				
Tuition	27		4	16	6	6	0	11
No Pay	103		16		25	16	1	35
\$ 1—\$ 24	6	2	2	2	4	0	0	0
25—36	36	15	10	6	15	9	0	12
37—48	94	26	17	6	50	22	1	16
49—60	398	266	222	54	172	56	1	111
61—72	204	139	82	17	91	44	1	59
73—84	107	120	93	15	40	16	1	34
85—96	345	351	231	44	162	55	3	81
97—108	47	76	54	7	19	7	0	13
109—120	161	317	346	17	71	18	0	52
121—132	3	11	5	0	2	0	0	1
133—144	19	75	168	1	12	2	0	3
145—156	2	18	11	0	1	0	1	0
157—168	2	9	21	1	1	0	0	0
169—180	10	20	53	3	3	2	0	3
181 and above	5	13	29	0	1	3	0	1
Total				187	675	256	9	432
100%				12	43	16.7	.6	28
	Median	Remuneration	First Year=\$ 72					
	Median	Remuneration	Second Year=\$ 96					
	Median	Remuneration	Third Year=\$ 108					

⁵) Compiled from Report of the Department of the Interior, issued 1920. U. S. Bureau of Education, Bulletin No. 73, 1919.

of war, are coöperative purposes of government. Both groups of public servants are essential to the perpetuity of the state. Both are salaried occupations and do not offer the unlimited financial opportunities that are found in law, medicine, engineering or business.

"The individual student who might otherwise wish to prepare himself adequately for teaching is likely to be discouraged by the relatively small financial returns that he must expect from his investment. On the other hand, if he wishes to enter the service of public defense as an officer in the army or the navy, and if he is successful in securing an appointment at West Point or Annapolis and competent to meet the entrance requirements, the government will not only provide him with board and tuition during his period of preparation, but will also pay him an annual stipend of \$600.00."⁹ The *World Almanac* for 1921, estimates the investment in each man at West Point at \$1,174.20 per year. After graduation the average salary for the first four years of service both in the army and the navy is \$1,600.00 per year. These military institutions have succeeded in establishing a reputation that includes social prestige. Merit counts for everything. No one feels disgraced by accepting this government aid. On the contrary, it is considered an honor to be appointed. The plan has little opposition and so far as government aid is concerned, it has been incontestably justified in its success.

There is practically no similar opportunity offered to those who wish to enter the profession of teaching, though its service is equally necessary. The problems of education are so numerous and so complex that the need for selected ability is just as great as it is in the case of military leaders. Many foreign governments render aid to their prospective teachers because they expect an im-

9) Commission on Emergency in Education, Series No. 3, p. 12.

portant public service in return. They select competent persons for the teaching service and train them at public expense. It is even conceivable that a state might exercise its sovereign power to the extent of drafting recruits for its teaching service as it does in time of need for its military pursuits. "Is there any more reason why any community should be excused from furnishing her full quota of teachers, than that the community should have been excused during the war for not having furnished her full quota of soldiers and sailors?"¹⁰

Many state universities and other institutions of higher learning have maintained systems of scholarships which aim to assist unusual ability and to aid those whose financial needs were proving to be a serious handicap to their education. Such scholarships have been looked upon as honors and evidence set forth later in this study shows that these scholarship students have proved worthy of the honors conferred. Men of wealth leave large sums of money for scholarships in these institutions believing that superior ability should be recognized and developed for the good of the nation. For example, the Edward Rector Scholarship Foundation of Depauw University, Greencastle, Indiana, provides for 400 scholarships for men who were honor students during their four years of high school.

Cecil Rhodes endowed an extensive system of international scholarships when he provided for supporting at the University of Oxford for the term of three years each, about 176 selected scholars from the British Colonies, the United States, and Germany. The United States was entitled to send two of its best students from each of the states and territories. The requirements are the completion of at least two years in college and an age limit

10) Education, May, 1920, pp. 534-5. Supt. H. S. Gruver, Worcester, Mass.

of from 19 to 25 years. The selections are made on the basis of a man's record in school and college according to the four points outlined in the will,—scholarship, character, interest in outdoor sports and interest in one's fellows, and instinct for leadership. Between the years 1904 and 1914, 351 men were appointed. A recent survey reports that ninety-nine of these have published books or articles. Seventeen are included in "Who's Who," although the group is still under forty years of age.

The *Oxonian* summarizes its survey of these men as follows:

TABLE XIV. PRESENT OCCUPATION OF AMERICAN RHODES SCHOLARS.
1904-1914

Education	114
College presidents, deans, etc.	7
Other College Teachers.....	84
Educational Administration	7
Secondary School	11
Full time teaching, law, medicine, theology..	5
Law	72
Business.....	38
Social and religious work (including twelve ministers)....	23
Government service	15
Graduate or professional students.....	10
Scientific work	10
Literary and editorial work	8
Medical work	7
Miscellaneous	4
Poor health	2
<hr/>	
Total	303
Unaccounted for or dead	48
<hr/>	
	351

For undergraduates in Columbia University Joseph Pulitzer endowed forty scholarships worth \$200.00 each and in recognition of a separate gift to the University, the institution also grants free tuition to these scholars. Many scholarships of a similar type are described in the catalogues of the leading institutions of the country. It

is not likely that a policy that has resulted in so much good to the individual and to the nation will be abandoned.

TRAVELING SCHOLARSHIPS.

The educational value of travel has long been recognized. International exchanges of students have reaped the benefit of the travel involved and of the contact with the best thought in the famous institutions of learning of the countries visited. The selected youth of such countries as Japan, China, and India, after a university course in America or Europe, have returned home to become useful leaders in the public service of their governments. India alone supports 300 state technical scholarships abroad. These students receive £150 a year for two years, so that each student costs the Indian Government about £550.¹¹ In China, after the Boxer Rebellion an edict was issued ordering the leading officers in the various provinces to select their most capable students and to send them abroad to master Western learning. Education and business, as well as international relations, will be profoundly influenced by such a policy. These men and women become teachers and administrators in the higher institutions at home and are able to exert more influence than any group of foreigners could hope to do.

NEW YORK STATE NAUTICAL SCHOOL

By the provisions of Chapter 322 of the laws of New York, passed in 1913, the state maintains a school for the education and training of pupils in the science and practice of navigation, seamanship, and steam and electric engineering. This school is intended to prepare the students to become officers in the merchant marine. The qualifications are very minutely defined and the young student between 16 and 20 years of age at entrance must

11) Report Bureau of Education, India, 1912-17.

deposit \$50.00 for his uniforms for the two years and also as a guaranty of good faith. Board, lodging, tuition, and all other necessary expenses are paid out of an appropriation which was \$100,000.00 a year, when the law was passed.

The school is located on a naval vessel belonging to the government and each year a long cruise to many of the interesting ports of the world is made as a part of the training. These young men are prepared to enter an occupation that requires skill and the financial rewards of which are relatively high. The importance of their future work justified the appropriation of public funds.

Teaching as a profession for young men enters into competition with such a subsidized occupation possessing the added attraction of life at sea. In drawing power, teaching suffers in contrast with other occupations. The state should be as willing to help prepare the teachers of its children as it is to train the officers of its sea-going vessels.

GOVERNMENT AID

The United States government has shown a liberal policy toward the returned soldiers in providing for their education in many different types of institutions. It has provided large sums to aid in training teachers for vocational schools under the terms of the Smith-Hughes act, but as yet no well organized plan has been enacted into federal law for aiding in the preparation of the largest group of professional workers in the country, the public school teachers.

THE MINISTRY AND TEACHING

The ministry is another profession whose financial rewards have not been commensurate with the training required or with the importance of the work. But under the conditions prevailing in the theological seminaries of

the country, it is possible for any young man of ability and consecration to take advantage of scholarships that are ample to cover his living expenses. In eighteen prominent theological seminaries chosen at random, the catalogues list 57 fellowships ranging from \$150.00 to \$1,000.00 with \$500.00 as the median, in addition to hundreds of scholarships varying from \$50.00 to \$500.00. The churches would be unable to secure a supply of ministers if it were not for this aid. They have recognized the need and value of such work to the extent that they have organized responsible boards of education to collect, distribute, and supervise these student funds. In order to continue to receive assistance the individual must maintain high rank as a student and must pledge himself to repay the aid in service or in money. Believing in trained leadership these church boards do not restrict their help to those who are expecting to enter the ministry or missionary work. They also render aid to those desiring to enter business or the professions. The usefulness of these boards is limited only by the amount of money at their disposal.

TABLE XV. ACTIVITIES OF GENERAL EDUCATION BOARD OF METHODIST CHURCH. (Report of 1920.)

Total number of students aided to Nov. 30, 1919	26,254
Aggregate sum of money invested in student aid....	\$3,025,013.53
Students aided in year 1917-18.....	1,421
Money loaned in year 1917-18.....	\$86,865.00

Callings Aided in 1917-18

Ministry	606
Missionary	107
Teaching	381
Professional	207
Business	120

Total1,421

Nationalities and Races Aided in 1917-18.

American (white)	1,113
American (colored)	173
English	50
Norwegian	10
Scattering (28).....	125

Total 1,421

Geographical Distribution 1917-18.

North Atlantic States	434
North Central States	672
South Atlantic States	121
South Central States	123
Western States	68
Foreign Countries	3

Total 1,421

Loans bear 4% interest and range from \$50.00 to \$200.00 per year and total \$150.00 to \$600.00 for any individual student in his whole course.

TABLE XVI. ACTIVITIES IN GENERAL EDUCATION BOARD OF PRESBYTERIAN CHURCH. (Report of 1920.)

Total sum paid to students 1870-1920.....\$3,317,227.34

Number of Students Aided 1915-1920

Students aided in 1915.....	776
Students aided in 1916.....	881
Students aided in 1917.....	895
Students aided in 1918.....	685
Students aided in 1919.....	403
Students aided in 1920.....	585

Total in six years 4,225

Loans available for candidates for the ministry and mission students range from \$90.00 to \$250.00 per year. Students give notes at 5%, collectible if course is abandoned or on failure to give to the service contemplated, the first five years after completing the course. To students for lay service a credit of 40% of a year's aid will be given for each year of service approved by the board until debt is liquidated.

Students' Rotary Loan Fund

Available for worthy and needy students regardless of intended occupation.

Conditions.

Notes bear 4% interest from first of July after year in which loan was made. Notes mature three years after first of July following graduation. Then the rate of interest is 6%. \$200.00 is the limit in any year and the total loans vary from \$500.00 to \$600.00.

QUALITY OF MEN AIDED BY CHURCH

The question has been asked whether the students selected for aid by the Church Boards have succeeded, as well as those who were not aided. If a subsidy plan does select the inferior and those who will prove wanting in independence and leadership in their work, the comparative record of men in the field under approximately the same circumstances should show it. In order to learn what the facts are, the Chicago Presbytery of the Pres-

byterian Church was selected as a typical group of ministers for this investigation.

After this Presbytery was selected it was found that, among the seventy-two preachers actively engaged in the ministry, thirty had received aid as students from the General Education Board of the Church. Five objective criteria were chosen by which to compare the success of the two groups. These were suggested by the president of the board as fair standards for measuring success in the ministry. They were as follows:—church membership; gain in membership during the year; membership of the Sunday school; congregational expenses; and amounts raised for benevolences. The facts here tabulated are taken from the Annual Minute Book of the Presbyterian Church for the year 1919-20. In the first comparison, although the median membership of the groups is against the aided men, yet 30% of the aided men were in the upper quartile. In gain in membership, in size of Sunday school and in congregational expenses, the aided men make a better record. In benevolences the unaided men excel the others, and the financial ability of a few families might determine the difference.

TABLE XVII. CHICAGO PRESBYTERY.
*Comparison of Membership of Churches under Ministers Aided
 by Education Board of the Church and those not Aided.*

Membership	Pastors	Aided	Unaided
0 — 100	5	4	1
101 — 200	20	7	13
201 — 300	11	5	6
301 — 400	11	3	8
401 — 500	7	2	5
501 — 600	3	1	2
601 — 700	4	3	1
701 — 800	0	0	0
801 — 900	1	0	1
901 — 1000	1	1	0
1001 — 1100	1	0	1
1101 — 1200	1	0	1
1201 — 1300	2	0	2
1301 — 1400	3	2	1
1401 — 1500	1	1	0
1501 — 1600	0	0	0
1601 — 1700	0	0	0
1701 — 1800	0	0	0
1801 — 1900	0	0	0
1901 — 2000	0	0	0
2001 — 2100	1	0	1
Total	72	30	42

300=Median Membership of Group

240=Median Membership of Aided

307=Median Membership of Unaided

Upper quartile contains nine of each group or 30% of aided

Upper quartile contains nine of each group or 21.43% unaided

TABLE XVIII. CHICAGO PRESBYTERY.
*Comparison of Change in Membership in last year of Churches
 under Pastors aided by Education Board of the
 Church and those not aided.*

Change in Membership	Pastors	Aided	Unaided
Loss 230 to 100	1	0	1
Loss 99 to 50	2	0	2
Loss 49 to 25	2	1	1
Loss 24 to 10	6	2	4
Loss 9 to 1	7	3	4
Gain 0 to 10	18	7	11
Gain 11 to 20	10	4	6
Gain 21 to 30	7	4	3
Gain 31 to 50	4	1	3
Gain 51 to 70	5	5	0
Gain 71 to 90	3	1	2
Gain 91 to 120	2	1	1
Gain 121 to 200	3	1	2
Gain 201 to 300	2	0	2
Total	72	30	42

Actual Median of Group=gain of 11 members

Actual Median of Aided=gain of 13 members

Actual Median of Unaided=gain of 7 members

30% of aided are in Upper Quartile

21.43% of unaided are in Upper Quartile

TABLE XIX. CHICAGO PRESBYTERY.
*Comparison of Sunday School Membership in Churches under
 Pastors aided by Education Board of the
 Church and those not aided.*

Members in Sunday School	Pastors	Aided	Unaided
1 — 100	5	3	2
101 — 200	16	7	9
201 — 300	20	5	15
301 — 400	11	5	6
401 — 500	2	0	2
501 — 600	4	3	1
601 — 700	5	1	4
701 — 800	0	0	0
801 — 900	1	1	0
901 — 1000	1	0	1
1001 — 1100	0	0	0
1101 — 1200	2	1	1
1201 — 1300	0	0	0
1301 — 1400	2	2	0
1401 — 1500	0	0	0
1501 — 1600	1	0	1
Total	70	28	42
Actual Median of group=259			
Actual Median of aided=289			
Actual Median of unaided=252			

TABLE XX. CHICAGO PRESBYTERY.
Comparison of Congregational Expenses in Churches under Pastors aided by Education Board of the Church and those not aided.
 Fiscal Year 1919-20.

Congregational Expenses	Pastors	Aided	Unaided
0 — \$ 1,000	2	0	2
1,001 — 2,000	9	6	3
2,001 — 3,000	14	4	10
3,001 — 4,000	10	4	6
4,001 — 5,000	3	2	1
5,001 — 6,000	2	0	2
6,001 — 7,000	3	0	3
7,001 — 8,000	2	2	0
8,001 — 9,000	1	1	0
9,001 — 10,000	3	1	2
10,001 — 15,000	8	4	4
15,001 — 20,000	5	1	4
20,001 — 25,000	2	1	1
25,001 — 30,000	3	2	1
30,001 — 35,000	2	1	1
Over 35,000	1	0	1
Total	70	29	41

Actual Median of Group=\$4,218

Actual Median of Aided= 4,436

Actual Median of Unaided= 4,000

TABLE XXI. CHICAGO PRESBYTERY.
*Comparison of Benevolences in Churches under Pastors aided
 by Education Board of the Church and those
 not aided.*
 Fiscal Year 1919-20.

Benevolences	Pastors	Aided	Unaided
0 — \$ 400	16	11	5
401 — 800	11	3	8
801 — 1,200	7	2	5
1,201 — 1,600	8	4	4
1,601 — 2,000	3	2	1
2,001 — 6,000	12	4	8
6,001 — 10,000	6	2	4
10,001 — 14,000	3	1	2
14,001 — 18,000	3	0	3
18,001 — 22,000	0	0	0
22,001 — 26,000	1	1	0
26,001 — 30,000	0	0	0
Over 30,000	2	0	2
Total	72	30	42

Actual Median of Group=\$1,237

Actual Median of Aided= 801

Actual Median of Unaided= 1,498

SUMMARY

1. The states and the nation have united in promoting vocational education. Teaching is a vocation that requires more preliminary training than many others, hence it imposes a greater financial burden upon those who choose to enter it. State control of public education gives a peculiar significance to the profession of teaching. Self interest requires the state to protect itself by securing a sufficient number of trained teachers through offering such inducements as will meet the competitive attractions of other vocations.

2. Earning and learning are coincident in many industries and occupations. Women now have opportunities for self-support while learning so well paid a profession as that of nursing.

3. West Point and Annapolis furnish precedents for the use of public money in the support of students who are preparing for public service. State schools of forestry and seamanship are examples of complete state support for prospective workers.

4. Scholarships in the leading educational institutions, both public and private, establish the value of assisting capable or needy students during the critical period of preparation.

5. The extensive service of Church Boards of Education in aiding students shows the economic need of such assistance. The experience of these boards in recruiting the ministry through financial assistance suggests a similar policy to the state in order to supply the lack in a salaried profession such as teaching.

6. The success of aided students in government service, in the work of the Church, and in the schools attended, indicates that suitable persons can be selected for such aid, if the funds are available.

CHAPTER V

THE ADVANTAGES AND DISADVANTAGES OF SUBSIDIES FOR TEACHER TRAINING AS AN ELEMENT IN RECRUITING THE PROFESSION

The serious lack of trained teachers in the rural schools of the country has been shown in Chapter II. The remarkable growth of the high school enrollment has created a demand for the best trained teachers produced by the professional schools at such attractive salaries that the supply for the elementary schools, always insufficient, has been still further reduced. To meet the situation, states and cities are experimenting in subsidizing recruits for the teaching profession. These efforts indicate that, in addition to the movements for better salaries, for growth in service, and for longer and better training, there is a financial element that should not be overlooked in striving to make the profession of teaching attractive and preliminary training universal. What are the advantages and disadvantages of state subsidies for prospective teachers?

A. ADVANTAGES

1. *Subsidies will Provide Training.*

The first advantage to be listed is that a subsidy for teacher-training strikes at the fundamental weakness of the public-school system,—the unprepared teacher. Those persons who are selected and trained at state expense are obligated to render service for a period of years in return for the training received. Under a subsidy system, the state would be impelled to provide the best training that its institutions could offer and by a continuous policy of subsidy, the number of trained teachers in the

state would be increased in proportion to the investment. Eventually, the number to be trained annually would be determined by the growth of the system and the changes due to death and resignations. To the extent that training is a factor in prolonging tenure, the number required would decrease from year to year.

In the absence of a system of subsidizing teacher-training, the element of chance has determined the character of the instruction received by thousands of children. State subsidy would not only make preliminary training certain but it would place the burden and responsibility for such training upon the state rather than upon the individual.

In the pioneer days, when new lands were plentiful and the opportunities for expansion were unlimited, many conditions were neglected or ignored by state governments that need attention in the more stable situation of the twentieth century. Conservation of natural resources, enrichment of country life, public health, and a more effective system of public education, are examples of once neglected fields of state endeavor that have long deserved the emphasis and interest that they are now receiving. The local and individualistic tendencies in our educational system are rapidly yielding to state policies which distribute the financial burdens more equitably and secure state-wide benefits which were formerly possible only in the larger communities.

The training of teachers has received limited state assistance and the results have been unjust and unsatisfactory. A complete system of state subsidies would ultimately place a competent teacher in every school. Japan has succeeded in supplying subsidized teachers to such an extent that if her professional standards were rigidly applied in this country half of the schools would be closed

on account of the lack of teachers possessing the required training.¹

2. *Change of Public Attitude Toward Teaching.*

The effect of subsidies upon the public attitude toward the necessity of training is one of its most desirable features. States would not train teachers at public expense unless preparation were essential to successful teaching. Such a policy would tend to modify the attitude of the public toward the profession because the selection for training at state expense would honor the individual and emphasize his value to the community in the work for which he is being prepared. The greater the amount of subsidy the keener will be the competition and the more important the effect upon the profession through improvement of the personnel. Any method or policy that will make teaching more attractive will tend to have a beneficial effect because larger numbers will apply for training and a better selection will be possible.

So much has been said in recent years about poor salaries and poor teachers that the effect upon the public has been to lower the standing of the profession as a prospective life work and to lower the status of the individual teacher in the community. If the state adopts a policy that makes the teacher a skilled state officer, these damaging attitudes will be modified to the advantage of the teacher, the public, and the school.

3. *Subsidies will Prolong Tenure.*

Another desirable result of universal training secured by state subsidies, would be the effect upon tenure. In the rural districts where training is most deficient, the teachers shift more frequently and the average term of experience is short.² It has been shown in the Wisconsin survey and in other studies that training prolongs serv-

1) *Cyclopedia of Education*, Paul Monroe. Article on Japan.
2) Chapter II, p. 41.

ice. "While the average tenure of service for all public school teachers is between four and five years, the records of the State Normal School at Bridgewater, Massachusetts, show that the average graduate teaches between eight and nine years. The graduates of the Warrensburg, Missouri, State Normal School, who had completed only the elementary course, were found in 1897-98 to have an average term of service of about six years, while the graduates of the advanced course had taught on the average at least eight years. Graduates of the Illinois State Normal University numbering 2,451 between 1860 and 1916 had an average teaching-service record of almost nine years."³ The fact that many teachers do leave the profession after so short an experience is a strong argument in favor of subsidizing preliminary training. A school can afford to lose even a good teacher if the state has another well trained for his work, and the trained teacher will stay longer, other things being equal. Training makes for satisfaction in the skillful performance of the task, and the state receives an immediate return upon the investment.

4. *Selection for Subsidy will Secure Better Material for the Profession.*

The selection of good candidates is an essential element of any proper plan of state subsidies. The state cannot afford to waste money on inferior candidates and the nature of the teacher's work requires ability of a high order. General ability as shown in school records, as measured by standardized tests, or as demonstrated in competitive examinations, is a foundation upon which professional training can be successfully placed.

Such a plan of selection, made possible by means of sufficient subsidies, would furnish much better candidates

3) Commission Series, No. 3, p. 11, National Education Association.

than does the method by which any one who is willing to take a school is given a certificate. It is better than to admit to a teacher-training institution any one who has a prescribed number of credits. Any selection should be provisional. The person receiving the assistance must continue to show that he is worthy or else his aid should be discontinued. The more care exercised in selection, the less frequent will be the necessity for such discipline.

The extensive use of intelligence tests in the army suggests possibilities for the use of similar tests whenever it is desired to determine the relative abilities of individuals. The use of such tests as a supplement to college-entrance examinations and in vocational placement indicates the possibility of making tests one basis for selecting students worthy of state subsidy in teacher-training institutions. It has been shown that normal school students are somewhat inferior to college students as judged by the army tests.⁴ If tests preliminary to state subsidy be given, the persons whose intelligence quotient is below 100 could well be rejected.

The state can adopt a method of selection similar to its plan of selecting students for scholarships in higher educational institutions and not make entrance to a teacher-training institution contingent upon failure to secure state benefits in other institutions as is now true in states like New York, Pennsylvania, and Maryland. To make the teaching profession as attractive as any other, training institutions must not be discriminated against in this manner. To put a premium on training in certain higher institutions by awarding scholarships to the honor pupils in high schools has certainly had the effect of leaving the weaker material to the normal schools.⁵ It has put the stamp of social approval on the one type of institution

4) Chapter II, Table X.

5) Chapter II, Tables X. and XI.

and, by contrast, has made it less desirable to go to the other.

To place the method of selection on the basis of financial need alone is unfortunate. An indigent classification is socially degrading and results in harm instead of help. The plan of aiding "needy" persons in Louisiana⁶ has not succeeded because of this social discrimination. Other state scholarship appointments are not made upon that basis. Free tuition in the normal schools is quite independent of the economic condition of the pupils.

5. *Selection for Subsidy Requires Testing of High School Seniors.*

State subsidies for teacher-training do not involve necessarily the luring of young people away from other essential work. The large numbers who are now graduating from high school can supply the needs of all the occupations requiring such preliminary secondary training. Furthermore the high school attendance has been rapidly increasing and shows every sign of continuing to increase for a long time to come. It is important, however, to discover and select the best ability available for the work of teaching.

Methods of testing and discovering such ability are now so refined that it is possible to determine how high school pupils rank relatively to each other. Under prevailing methods, unfortunately, many of those possessing the highest ability do not continue their education because of economic conditions or for other reasons. On the other hand many of those who rank among the lowest in ability do enter higher institutions.

Indiana has completed a state-wide survey⁷ of the high school seniors, with the expressed purpose of discovering and possibly of aiding the superior ability which might

6) Chapter III, p. 61.

7) Survey of High School Seniors in Indiana, 1920.

otherwise be lost to the state because of lack of training. When a state undertakes to subsidize its prospective teachers, it will need to find the most worthy and most capable young people for the work, and such surveys will reveal a wealth of capable material that will give a superior group as candidates for the teaching profession.

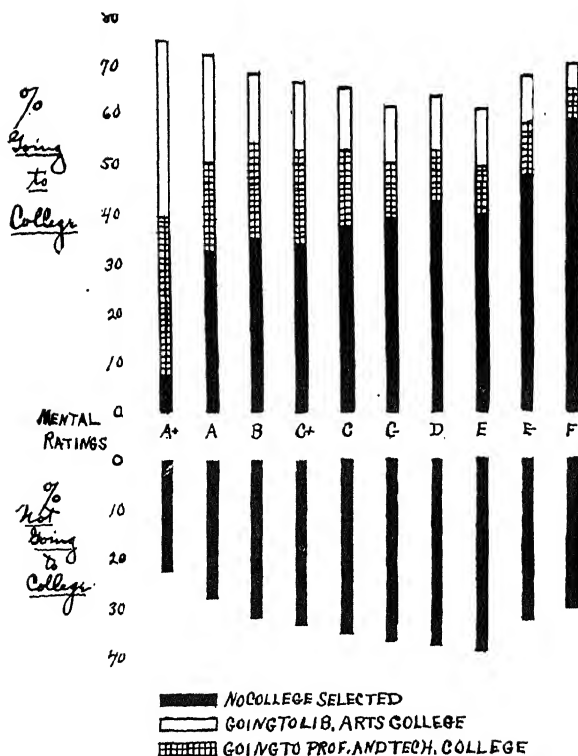
Diagram No. 5 shows some of the significant facts brought out by the survey of Indiana high school seniors. From 22% to 35% of the best grades of intelligence were not intending to take additional training. Here is a wealth of material from the subsidizing of which the state would derive benefits out of all proportion to the cost. The survey also shows that from 40% to 60% of the lowest grades of intelligence among high school seniors are willing to be trained, but these are doubtful candidates for state assistance.

6. *Subsidies Tend to Equalize Rural and Urban Opportunities.*

A large group of expert employes in the public school service would insure the state's interest in a suitable salary schedule and eventually in a pension plan. The difficulties of professional work are not restricted to the cities where the greatest economic rewards are received. The problems of rural education are even more difficult and complex. Nor are the educational needs of city children greater than those of country children. Subsidies for prospective teachers might well have the definite purpose of providing competent teachers for rural children and as a corollary the compensation must be so fixed that the rural service does not suffer in comparison with the urban.

Under present conditions, the purpose of public education may be nullified by the local authorities, who are willing to elect immature and unqualified teachers because

Diagram No. 5
From Survey of Indiana High School Seniors



College intention of high school seniors possessing each grade of intelligence A+ to F, (1) who are going to college, (2) going to college, no college selected, (3) going to a liberal arts college, (4) going to a professional school or technical school, and (5) not going to college.

they are cheap and because the state has not provided a supply possessing superior qualifications. By restricting teachers' licenses to graduates of training institutions, this injustice to the children of the state could be removed at least in part. But subsidies are apparently necessary to insure enrollment in the training institutions that will be sufficient to provide the requisite number of recruits each year.

Another democratic advantage of subsidized teachers is that prepared teachers, on account of the improvement in their training, will tend to receive salaries more nearly equal to those of their supervisors. This is the experience of other countries that have such systems.⁸

7. *General Effect of Scholarships has been Stimulating.*

The value of competition has long been recognized in education. In an unpublished report⁹ to the Regents of the University of New York, Ten Eyck states that, after visiting many of the New York state scholars in the institutions where they were studying and after getting evidence from the high schools of the state from which they were chosen, the unanimous verdict was that the effect of the selection of state scholars by their relative standings with the Board of Regents was very invigorating. State subsidies have usually been limited in number and the element of competition will tend to make the training desirable. It may indeed come about that many who do not receive state assistance will enter the training institutions and complete the work at their own expense. This is true now in Japan and in France.

8. *Prospective Teachers Deserve State Assistance.*

The principle of assistance for teacher-training is already established by law and custom. The amount and necessity of additional assistance constitute the real points

8) Chapter III, Germany.

9) On File State Department of Education, Albany, N. Y.

at issue. Vocational schools, trade schools, and colleges and universities maintained by the state, are institutions through which the state subsidizes a great many occupations and professions. Where special need exists, the state is justified in spending more money.

Agricultural schools have received a large amount of assistance from the states and the nation. In a very real sense the farmers have been subsidized and little objection has been made to the policy. If the state needs foresters, it may train them in its own school at its own expense, as does Pennsylvania. When it needs policemen or soldiers, it trains them and remunerates them during the training. Such remuneration is generally recognized as a proper exercise of state power and resources.

The problems of the school compare favorably in significance with those of the farm or the forest. Universal teacher-training by means of subsidies is justified by the difficulty and importance to both state and nation, of the intricate problems which the teacher must help to solve. Illiteracy, Americanization, and public health are types of national problems with which untrained novices are unprepared to grapple. With trained teachers the school can aid in the solution of such problems.

As long as teaching in seeking recruits for its service must enter into competition with other occupations, many of which require less training, the state cannot neglect to offer any possible inducements in the way of assistance. Other industries and occupations have successfully used scholarships, loans, and bonuses. Our states should capitalize the experience of private enterprise in securing skilled workers.

Teachers deserve state assistance in their preparation because the salaries have been too low to justify extensive

preparation at private expense. It becomes a state obligation to protect the children from incompetence in this vital relationship in the public school system.

Those states and nations that have adopted plans by which prospective teachers have been aided, have not abandoned the practice on account of their experience, although many of them have been unable to train a sufficient number of teachers because of military burdens or for other financial reasons. Public sentiment in America is beginning to assert itself in this field as evidenced by pending legislation.¹⁰

It is not surprising that strong and vigorous objection has been made to a policy that seems to be so radically different from customary procedure as does that of state subsidies for prospective teachers. New departures in education have won their way slowly and safely in the face of such opposition. State systems of free schools were bitterly opposed and long delayed. Compulsory education, free high schools, higher education for women, continuation schools, and even normal schools were questions for serious debate. It is, therefore, pertinent to ask what the objections to the policy of state subsidies for teachers are, and to determine their validity.

B. DISADVANTAGES

1. *Subsidies will Select the Weak and Dependent.*

It has been charged that a system of scholarships or subsidies would tend to select those who will always be mediocre in ambition and ability. The records of the Rhodes scholars or of any group of selected students cited in this chapter show that this is not true as a general assertion. The record of scholarship holders in one of the better known small colleges of the country, Washington and Jefferson College, will show how successful that

10) See Appendix B.

institution has been in selecting proper material for these honors.

TABLE XXII. RECORD OF STUDENTS RECEIVING SCHOLARSHIPS IN WASHINGTON AND JEFFERSON COLLEGE, WASHINGTON, PENNSYLVANIA, FALL SEMESTER, 1920-21.¹¹

Total Enrollment for the Semester.....	414
Total number of Scholarships granted.....	165
Average grade of all Students.....	2.82
Students holding Scholarships, above average...	125 or 75.7%
Students holding Scholarships, below average...	40 or 24.3%

At Syracuse University a record kept for six years shows how the students aided by the Board of Education of the Methodist Church compared with other students as measured by the election on the basis of scholarship only to the honor society, Phi Beta Kappa. These students aided by the board were not chosen for aid on account of scholarship alone, but for other reasons as well. The record shows that the aided students made a slightly better record than the others. While 2.4 per cent. is not a large difference, it is clear that the selected group was not inferior to the others.

TABLE XXIII. COMPARISON OF RECORD OF STUDENTS AT SYRACUSE UNIVERSITY, AIDED BY GENERAL EDUCATION BOARD OF METHODIST CHURCH, WITH THOSE NOT AIDED, MEASURED BY ELECTION TO PHI BETA KAPPA.¹²

Year	Unaided Students			Aided Students		
	Eligible	Elected	%	Eligible	Elected	%
1915	188	32	18	15	4	27
1916	218	32	14	31	3	10
1917	258	41	15	21	1	5
1918	180	30	20	10	4	21
1919	197	32	16	10	3	30
1920	268	40	16	27	8	29
Total	1,318	216	16.3	123	23	18.7

11) Data furnished by Dean R. B. English.

12) Data furnished by Prof. R. A. Porter.

In New York state the law permits the appointment of 750 persons each year to scholarships in higher institutions. These scholarships provide \$100.00 a year for four years. Owing to withdrawals on account of military service and for other reasons, the group for 1914 contained 863 individuals. Of these, eight or less than one per cent. were dropped on account of unsatisfactory work. Of those appointed in 1919 none was dropped on account of poor scholarship.¹³ About fifty of these New York state scholars chose the Albany State Teachers College, thus obtaining in addition to free tuition, \$100.00 toward living expenses.

The following table shows the comparison between the success of the two groups of students as measured by the initial salaries of inexperienced teachers so far as the facts were known. Again it appears that the students receiving aid were capable of securing practically the same salaries as the others. Of course, some other factors enter into the amount of salary received. The type of position, the location with reference to the home of the teacher, as well as the age, appearance, and personality of the individual,—all have an influence in the salary accepted and they are quite independent of the question of aid received. Table XXIV shows that the scholars made a better record in their studies than the others in their class.

2. *Other Occupations are not Subsidized.*

It is pertinent to ask why teachers should receive state assistance for their preparation when many other occupations and professions are not aided from the public treasury.

State subsidies for teacher-training are more necessary now than formerly because of a combination of circum-

¹³) Data furnished by Charles F. Wheelock, Assistant Commissioner for Secondary Education, New York State.

116 STATE MAINTENANCE OF TEACHERS IN TRAINING

TABLE XXIV. RECORDS FROM NEW YORK STATE COLLEGE FOR
TEACHERS. 14

A. Success of State Scholarship Students Compared with Other Students Without Teaching Experience on Basis of Initial Salary.

Year	1919		1920	
Initial Salaries	State Scholar Grad.	Other Grad.	State Scholar Grad.	Other Grad.
\$ 650 — \$ 800	11	17	0	0
801 — 950	21	35	0	2
951 — 1,000	7	7	18	21
1,101 — 1,250	0	2	10	22
1,251 — 1,400	1	2	5	7
1,401 — 1,550	0	0	0	2
1,551 — 1,700	0	1	2	3
1,701 — 1,850	0	0	0	2
1,851 — 2,000	0	0	0	1
Total	40	64	35	60
Actual Median	\$850	\$850	\$1,100	\$1,200
Average	\$885	\$879	\$1,170	\$1,221
Records Unknown	3	53	13	40

B. Scholarship Record of Class of 1917.

Average of State Scholars (46 Students) = 80.55 %

Average of other Students (66 Students) = 78.41 %

Average of whole Class (112 Students) = 79.29 %

4 State Scholars dropped out of class since 1913.

48 other members of class dropped out since 1913.

14) Data furnished by Dean H. H. Horner.

stances. As a result of the war, people appreciate more keenly the importance of the schools, the serious nature of the lack of trained teachers, and the necessity of a better preparation for the difficult problems that confront the nation in the future. To secure a supply of trained teachers is more difficult because of the enlarged opportunities for women in other occupations and on account of the industrial development. In order to promote the public welfare a state may exercise its police powers in a very broad way at any time of stress or strain. If a crisis were to occur in public health extending over a period of years, it is not inconceivable that it would be the duty of the state to subsidize the training of physicians and nurses.

The schools are the agencies for the state which reach the future generation while it is in the formative period. It is self-defense and preparedness for the future that justifies state control of the schools. The state's interest in the schools is impersonal and impartial. Through this interest helpless children are protected from the greed of parents and promoters. Ultimate responsibility for the school system has thus been placed upon the state. Society has not given the state such exclusive control of other occupations and professions.

Facts have been cited to show that more than fifty per cent. of the teachers are not worthy to be called professional on the basis of their training. Such an unstable and unorganized group cannot hope, unaided, to lift itself bodily to a higher professional plane by a declaration of principles or by the cultivation of professional attitudes. If barriers are to be erected to keep the untrained out of the profession, the state must do it by law, but at the same time, it must make it possible for a sufficient number of trained men and women to replace those who

are debarred. Subsidies, training, and better living conditions are all factors that will contribute to the supply of teachers, if properly influenced by state action.

3. *Subsidy is not Justified Because of Short Tenure.*

State subsidy must be guarded by obligations on the part of those aided. Laws in several states require a pledge of two years' teaching in return for free tuition. As this aid is increased, the service required must be increased. In some countries this service is as long as six, seven, or ten years. As a matter of fact the additional training in combination with proper salary and pension laws will extend the term of service so that short tenure will cease to be a problem. But even if the term of service is to remain relatively brief, there is all the more reason why the state should train the teachers in order that teachers may make the most of their efforts during the period that they serve.

4. *State Subsidy means Paternalism.*

All the endeavors of the state to promote the common good and to provide for the general welfare meet the same objection. The same argument would demand that the parent should do as he pleases with reference to the education of his children. Representative government has become so well established that it is folly to oppose efforts to improve its efficiency in its distinctive fields of activity.

State subsidy for prospective teachers has been used by all types of governments in many parts of the world. The conditions in the schools justify its use there without involving any necessary extension of the policy to other departments of work.

5. *State Subsidy Encourages Extravagance.*

Most of the scholarship plans in America do not aim to supply all of the student's needs. This allows opportu-

nity for self help and for self direction and control. To turn over to the individual student a large sum of money even on the installment plan would doubtless invite extravagance and lead to the wrong attitude toward state assistance. Effective plans for subsidy require the student to give bond or notes for the amount given by the state, so that the state's interests are preserved. These notes must be paid by efficient service or if the individual fails to teach the required number of years, the notes are collected.

6. *Subsidies Help in Foreign Countries Only.*

Some who are opposed to state grants for teachers declare that the reason subsidies have aided the profession abroad is that society is stratified there and that subsidy affords a great opportunity for those low in the social scale to elevate themselves into positions of relative honor and responsibility. No doubt the teaching profession has been recruited to some extent in foreign countries on this basis. But essentially the same situation exists in society in this country except the stratification is economic rather than social. The democratic effect of a state subsidy that seeks out ability in the lower social groups and conserves it for the benefit of all concerned is just as desirable in America as in any other country.

Studies of the teaching population show that many of our prospective teachers come from homes the economic and social standards of which are not high.¹⁵ Many are only one or two generations removed from the immigrant class and training at state expense is the only method of preventing such persons from entering the schools without some training that will tend to compensate for the lack of home advantages.

15) Social Composition of the Teaching Population, Coffman.

7. Other Remedies will Provide Trained Teachers.

Before a new policy involving large expenditures of public money is adopted, it is necessary to determine whether any modification of existing methods will produce the desired results. Many investigations in typical sections of the country clearly show that the proportion of trained teachers is shamefully low. What are the elements in educational law and administration that could contribute to the remedy of this national evil?

Since more training is needed, it seems obvious that the laws should be so drafted that standard minimum preparation in a training institution would be required for certification. Such legislation would close at least half of the schools, if it were applied suddenly. To require two years of professional training beyond the high school would prevent many persons from entering the profession because of economic conditions, although their natural ability might be of a high order. The cost of training at an institution, approximately \$400.00 a year, would cause these prospective teachers to enter other occupations as soon as they left high school.

Nearly 300,000 teachers are required in the rural schools. It is doubtful whether these schools could be maintained if the typical family as described by Coffman¹⁶ were prevented from furnishing the necessary teachers. To avoid this calamity, higher standards of training must be reached gradually and the legitimate function of state subsidy as a means to this end becomes apparent.

Again since teachers cannot afford training, the only way to offer additional financial aid is to suggest that under present practice the salaries be increased so that teachers may secure training. It is doubtful whether salaries, especially in the rural districts, can be made high

16) The Social Composition of the Teaching Population, Coffman.

enough to induce a sufficient number of candidates to get the training before entering the profession.

Salaries and training ought to be definitely related. Extensive preparation should receive its reward in the salary schedule on account of the superior service rendered, regardless of the source of the funds which made the preparation possible. In other occupations high salaries are not paid to some workers in order to influence others to secure training. On the contrary, skill, experience, and ability receive their due reward.

The time when the prospective teacher needs help occurs when the high school course is finished and vocational choice must be made. Here is a potential worker who may earn in various occupations \$50.00 or \$60.00 per month without any further investment of time or money in preparation. Economic pressure in the home makes the individual feel that he must contribute to the extent at least of supporting himself. The delayed returns of a salary schedule which would not begin to be felt for approximately three years (two spent in training and one in teaching) do not compare in drawing power with the immediate rewards of the other vocations.

State scholarships for teacher training offered at this strategic moment of decision will aid greatly in neutralizing the attractions of the other occupations. They will bring to the teacher-training institutions a group of well qualified candidates who would otherwise be lost to the profession.

The effect of such aid would not be to lower the salaries of the teaching service. The improved character of the profession would justify higher salaries rather than lower. The question of the source of the funds used in preparation is never asked of teachers in fixing the salary schedule. The aid received in free tuition by those

teachers who have attended state normal schools has not resulted in any difference in their salaries as compared with those of teachers who have paid their own tuition for training of equal quality.

Those states that have already adopted forms of state subsidy do not discriminate against the beneficiaries of such aid. In fact, the tendency is to pay them more on account of their superior efficiency. The Maine law offers a 25% bonus to the rural teachers who take the summer course where all expenses are paid by the state.

The salaries paid in Germany before the war were on a higher level relatively than were the salaries in America.¹⁷ If subsidies are the cause of low salaries, why is it that, in the United States where the subsidy plan is almost negligible in its influence in the teaching profession, the cry for higher salaries is most insistent? Poor preparation and unsatisfactory methods of certification are two of the reasons for the salary situation.

The public schools need the united assistance of all the factors which are now at work for their betterment and in addition the help of the state and nation in providing institutional preparation for the teachers before they begin their professional career.

8. *Cost of Subsidizing Teacher Training.*

The chief objection to the policy of state assistance for prospective teachers is that it will cost too much. The question of cost is a relative matter. Its justification depends upon the value and necessity of the thing purchased, as well as upon the ability of the purchaser to make payment. Previous discussion has shown the great need of better prepared teachers in many parts of the country. The policy of non-interference in striving to meet this need has proved to be a failure. Every incom-

¹⁷) Prussian Elementary Schools, Alexander.

petent teacher is evidence of that failure. So far as the children are concerned, the success of the entire school system depends upon the competence of the teachers. Good teachers in some favored communities will have little influence in those less fortunate localities where the untrained teachers represent the state's lack of interest in equality of educational opportunity. It is a natural desire on the part of the parent to have the best teachers that can be employed for his own children. There can be no denial of the vital importance of a well prepared teacher in every school, even in the remotest rural school. The parent must look to the state to protect him from failure and inefficiency in this matter.

The problem of trained teachers is too large for each community to attempt to solve alone. Its fiscal implications involve not only the state but the nation. Already Federal aid is being used by the states in the preparation of teachers under the Smith-Hughes act. Our national wealth is five times as great as in 1890, although population has not gained 100%.¹⁸ Because of late entrance into the world war and because of our vast natural resources, our national debt is not so great as are those of the other great nations. If any nation can afford the expense of training its teachers with public funds that nation is the United States.

Money spent in making a school system effective should not be looked upon as an extravagance. Ignorance, illiteracy, and poverty are found together. Mexico, Italy, Spain, India, and Russia are examples of countries where public education is not available for the great majority of the common people. Contrast these countries with Switzerland, Norway, Holland, or Scotland.

18) Chapter II. Table VII.

Our immigration laws have permitted large groups of aliens to come into the country, bringing the customs and standards of the Old World with them. Within a few years the menace of such unassimilated groups has been clearly recognized. The responsibility for the Americanization of the immigrant and his children has been placed upon the educational system. So serious a burden should not be placed upon the shoulders of the unprepared and inexperienced young women who now form the bulk of the teaching population. The interests of the state are too vital to raise the the question of expense.

Vast sums of money have been expended by states for good roads, for public health, and for agriculture. All are worthy objects of state assistance but no more necessary than are good schools. To insure teacher-training means to protect children from incompetent direction and to aid the prospective teacher when he needs it most. Relatively few teachers remain in the service long enough to earn the benefits of a pension law, but every subsidized teacher gains advantages for himself which can be shared by every community served by a teacher thus aided.

Approximately 100,000 new teachers are required in the public schools every year. To give these teachers two years of professional training beyond the standard high school course will cost a large sum. It is not essential to pay all the expenses of these students. Most young people have some resources of their own and the honor of being selected by the state will stimulate the individual to provide a part of the cost. Again it is not necessary to subsidize all prospective teachers. Many persons who are able to pay their own expenses would still be permitted to do so. It is probable that many of those entering into competition for the scholarships would con-

sider the training so valuable that they would be stimulated to go on at their own expense.

Recent legislation in America seems to regard \$300.00 as the proper amount of annual subsidy required in addition to free tuition.¹⁹ If 60,000 persons were selected annually for such subsidy the cost for the two groups would be \$36,000,000. This is approximately four per cent. of the annual expenditure for public education in the United States, which is now about \$1,000,000,000. In 1920 the government spent almost four times that total amount on its military enterprises.²⁰ A wise use of public money would recognize in education a valuable means of building up the national defense.

The advantages of universal training for teachers far outweigh the disadvantages that have been alleged by those who oppose state subsidy. Experience in the administration of such a plan would remove most of the difficulties. American ingenuity can solve the problems involved in the operation of state subsidy for prospective teachers. All other plans in use have not succeeded in placing a trained teacher in every school. This ideal may be more nearly achieved by a wise use of additional aid for the preparation of teachers.

SUMMARY.

1. State subsidy for prospective teachers extends the policy of assistance already adopted by central authority and proposes to attack vigorously the prevailing lack of sufficient preparation among teachers. By making the profession of teaching more attractive, the state would counteract much of the disparaging attitude which the public now exhibits toward teaching.

2. Trained teachers are more valuable than incompetent recruits because they are likely to teach longer as

19) Connecticut, Illinois, Delaware. See Appendix B.

20) Rosa, Chart in Survey, January 22, 1921, p. 600.

well as more efficiently. Subsidy will attract a sufficient number of candidates to allow selection of those who possess the best ability. State assistance will make it possible to prolong the training of many high school graduates whose ability should be utilized by the state but whose economic conditions now compel them to give up further study.

3. Aid in the form of scholarships, offered in other fields of activity by educational institutions, has proved to be stimulating. Teachers deserve state assistance as much as farmers, foresters, or sailors. States are extending their scholarship plans as a result of their experience in using them, rather than abandoning them.

4. Students selected for assistance in other fields have proved worthy of such aid. They have been successful in school and in their chosen work. The state's need for teachers which results from its control of public education, justifies assistance by the state without necessarily extending the policy to other occupations.

5. The objections of extravagance and short tenure are easily met by the provisions of the law requiring a pledge of service and limiting the use of the money to definite purposes.

6. The opportunity for worthy students to improve their social status through state subsidy is just as important in the United States as in the foreign countries where subsidies for teachers have been in use for many years.

7. Other methods of securing trained teachers have not succeeded. State and national subsidies for prospective teachers will supplement and reinforce the other plans. America can afford the expense and the benefits to be derived justify the investment.

CHAPTER VI

CONCLUSIONS

The evidence presented shows that the shortage of well trained teachers still continues in spite of the growth in numbers of normal schools and in the enrollment of colleges and universities.

Other occupations and professions have been more attractive, because the time for training was shorter or the cost of preparation was less, or the prospective rewards were greater. With the increasing educational demands and the trend toward longer courses of training for all grades of the teaching service, the cost of preparation has materially increased.

A majority of those who desire to enter the teaching profession do so by means of a system of certification that permits them to avoid the costs of preparation. Moreover, the inadequate salaries paid in the rural districts do not secure professionally trained teachers. Those persons who are able to afford the time and money required for standard preparation usually seek employment in the towns and cities. This situation has resulted in a transient, incompetent, and immature body of teachers in the rural schools.

The differences existing between rural and urban educational opportunities are intolerable in a nation that is devoted to the principles of equity and justice. The problems of the rural teacher require at least as much skill and preparation for their solution as do those of the city teacher who has in addition to a somewhat simpler problem the advantage of expert supervision. The state owes as much to the rural child as it does to the city child.

Those rural communities that have recognized the difference in living conditions and have been financially able, have paid well trained teachers as much as or more than such teachers would receive in the towns and cities in order to compete for their services.

There are inequalities in the cost of preparation that should be reduced by a well planned system of state assistance. (1) Several states and countries have made provision for transportation charges, thus encouraging a wider range in the selection of students. (2) It would seem equally justifiable to make up from public funds the excess cost of institutional life over home life, inasmuch as the former is one of the most important factors in the training process. Under present conditions students living in the immediate vicinity of the professional school enjoy a great economic advantage over those who come from the state at large, but the state loses the advantages of having them live a regulated institutional life during the period of training. It should be possible with liberal state assistance to require all students to live within the institution and thus get the complete benefit of its training.

The teaching profession continues to draw many of its recruits from the humbler homes. It has been the means by which capable and ambitious young people have tried to improve their social status. However they are often unable to pay for the professional training that is necessary for efficiency. By state subsidy it is proposed to help such persons to secure adequate training not only because the students need aid but because a trained teacher in every school is the goal that the state should strive to attain.

The foundations of a real profession of teaching must rest ultimately upon a broad preliminary training such as

prevails in medicine, in law, and in the ministry. Equality of educational opportunity for the children requires that the state should work toward this desirable goal by providing teachers with preliminary training equal to a minimum standard throughout the state. To accomplish this purpose, an aggressive policy must be adopted. Merely to recognize and state the need will not modify the unjust conditions which now prevail.

Other occupations, such as telegraphy and nursing, offer financial inducements to those willing to undertake training in order to create a body of skilled workers. Many vocations permit advancement within the service, without specific preliminary training, and thus offer opportunities for the worker to earn a living wage while he prepares for promotion. Neither of these policies is characteristic of the teaching profession. Little financial assistance has been offered, although the work requires a high degree of skill and a broad preparation before it can be successfully begun. The function of state subsidies for prospective teachers is to recognize these differences and to make the teaching service as attractive as is any other work.

Another purpose of state subsidy is to counteract a certain amount of social stigma or prejudice that has attached to the profession of teaching, with the effect that many possible recruits have been prevented from entering the work. State recognition of the importance of the teacher as expressed in material aid will dignify and honor the profession and the competition for the opportunities offered, will tend to make the occupation more attractive.

Scholarships in our colleges and universities have succeeded in selecting persons of ability. Many of these students could not have received the advantages of higher

education without this assistance. The precedent of using public money for such a purpose is well established at West Point and Annapolis and in many of our tax supported colleges and universities through the provision of scholarships. The need for trained teachers clearly justifies and demands the extension of this policy to the field of teacher-preparation which has been hitherto so much neglected.

Additional experience may discover better methods of selection than any yet devised, but school records, competitive examinations, and intelligence tests afford the best means at present. It is not maintained that these methods will in every case select those who will make good teachers. The training institutions must eliminate those individuals who lack the traits of character and personality that are required in the profession.

Teachers in many foreign countries and in a few states in the United States are receiving financial assistance toward adequate preparation. The fact that America has done less in this direction than any other great nation and at the same time possesses a teaching population containing so large a proportion of incompetent teachers, plainly suggests the possibility of great improvement through such a policy. The evidence presented justifies the conclusion that state subsidies will not destroy any desirable characteristics of the public schools. The sole aim of such a policy is to provide an adequate supply of trained teachers.

The magnitude of this undertaking is recognized in the proposed Sterling-Towner Bill, which, accepting the precedent established in the Smith-Hughes Act, plans for the coöperation of the nation with the states in preparing teachers for their work. The state and nation should share this responsibility and burden because their

interests in public education are mutual and co-extensive. It is impossible for any state to solve this problem alone. If one state succeeds in training a large group of teachers, another adjoining state by means of a fortunate salary schedule may attract the teachers from her neighbor and rob her of her vested interest in the training provided. So long as there is an insufficient supply, there will be competition for those that are trained and the poorer districts are limited to those that are left.

It is a national problem not alone because it is common to all the states, but because ignorance, illiteracy, and incompetency are a menace to the nation's progress. Hence it is legitimate to secure the financial assistance of the national treasury in an enterprise that promises so much for the improvement of the teaching population.

The growth of national wealth and resources in the United States is unparalleled in the modern world. There are sources of taxation in every state that are as yet untapped. The question is not so much whether the states and nation can afford the cost. Rather the question should be asked whether they can afford to postpone any longer so vital an investment in teacher preparation. It has been estimated that an annual expenditure by all the states of four per cent. of the total now spent for public education would solve this problem within ten years. A group of more than 66,000 teachers could be prepared annually by means of an expenditure of \$40,000,000 in annual scholarships of \$300.00 each. Seven states have already made a beginning in this direction and several others have legislation now pending. It is a policy that must be adopted upon the initiative of each state separately. Hence the time required for the policy to become effective is essentially unpredictable.

In the meantime every possible agency that contributes to the improvement of teachers must be fully utilized. Teachers in service must be encouraged to go to summer schools, or to go to school on leave of absence. Salaries and training should be more nearly adequate and more closely related. In short the teaching profession must be recruited not only through the character of its training, but through the attractiveness of its working conditions as well as through its opportunities for service.

SUGGESTED TERMS OF A SUBSIDY LAW.

Scholarships shall be established worth at least \$300.00 annually, in addition to free tuition, to be devoted to the maintenance of students in the teacher-training institutions of the state for two years of professional work. These scholarships shall be payable to the training institutions in semi-annual installments upon the certificate of the president of the institution that the conditions of the law have been fulfilled by the scholarship holders.

Candidates for scholarships shall be graduates of four-year high school courses or the equivalent, as determined by the State Department of Public Instruction. Each must present a certificate of good health signed by a reputable physician, and be a resident of the state for one year and a citizen of the United States. They shall be selected by competitive examination under regulations adopted by the State Board of Education.

Scholarship holders shall pledge themselves to teach the next four years after completing the course in the public schools of the state or return a proportionate part of the money granted by the state for the years of service omitted. They shall pledge themselves to complete the course in the training school.

For the proper performance of the pledge, the student shall give bond signed by a responsible property holder

covering the entire sum of \$600.00. The bond shall be filed in the offices of the State Department of Public Instruction.

Ill health and failure to carry the work of the training school successfully, will exempt the student from his pledge and the bondsman from liability.

The state should guarantee the teacher a salary equal to that paid for the same grade of preparation in the best schools of the state.

BIBLIOGRAPHY

- Alabama Survey, Bulletin No. 41, 1919, U. S. Bureau of Education.
- Alexander, Thomas, *Prussian Elementary Schools*, 1918.
- Ayres, Leonard, *An Index Number for State School Systems*, Russell Sage Foundation 1920.
- Bagley, Wm. C., *The Nation and the Schools*, Keith and Bagley, Macmillan, 1920.
- Book, Wm. F., *Preliminary Report—State-wide Survey of High School Seniors*, Bulletin of Extension Division of University of Indiana, 1920.
- Brandon, Edgar E., *Latin-American Universities and Special Schools*, Bulletin No. 30, 1912, U. S. Bureau of Education.
- Burgess, W. Randolph, *Trends in School Costs*. Russell Sage Foundation, 1920.
- Carnegie Foundation for the Advancement of Teaching, Bulletin No. 14, 1920. *The Professional Preparation of Teachers for American Public Schools*.
- Centennial of the U. S. Military Academy, 1802-1902, Vol. II.
- Census of Electrical Industries, Department of Commerce, Bureau of Census, 1920.
- Cloyd, David E., *Modern Education in Europe and the Orient*, Macmillan, 1917.
- Coffman, Lotus D., *Social Composition of the Teaching Population*. Teachers College Contributions, No. 41.
- Commission on Emergency in Education, Series No. 3.
- Delaware Survey, General Education Board.
- Edwards, R., *Past, Present, and Future of Normal Schools*. N. E. A. Proceedings, 1876.
- Evenden, E. S., *Salary Schedules*, 1920.
- Foght, H. W., *Survey of Schools of Saskatchewan*. *Efficiency and Preparation of Rural School Teachers*. U. S. Bulletin, No. 49, 1914.
- Holden, E. S., *West Point and the U. S. Military Academy*, 1909.
- Judd, Charles H., *Training of Teachers in England, Scotland, and Germany*, Bulletin No. 35, 1914, U. S. Bureau of Education.
- Standardizing State Normal Schools*, Parker and Judd, Bulletin No. 12, 1916, U. S. Bureau of Education.
- Kandel, I. L., *Training of Elementary Teachers in Germany*. Teachers College Contributions, No. 31.
- Keith, John, *The Nation and the Schools*, Keith and Bagley, 1920.
- Manny, F. A., *City Training Schools*, Bulletin No. 47, 1914, U. S. Bureau of Education.

- Moulton, H. F., *Powers and Duties of Education Authorities*, London, 1919.
- Monroe, Paul, *Cyclopedia of Education*.
- New Zealand, Report of Education in 1918.
- New South Wales, Report of Education in 1918.
- National Crisis in Education: An Appeal to the People*, Bulletin No. 29, 1920. U. S. Bureau of Education.
- Ohio State Survey, 1914.
- Progress of Education in India*, Bureau of Education India, 1912-1917.
- Public Education in Maryland*, General Education Board.
- Public Schools of Virginia*, Survey Report, 1919.
- Queensland, Report of Education in 1918.
- Richardson, Robert C., *West Point*.
- Salisbury, Albert, *Teacher Training in Great Britain*, N. E. A. Proceedings, 1909.
- Schoolmen's Week Proceedings, Bulletin of University of Pennsylvania, April, 1920.
- State Superintendent's Report, Missouri, 1919.
- State Superintendent's Report, Montana, 1920.
- Soley, J. R., *History of U. S. Naval Academy*.
- State Normal School Catalogues.
- State School Laws.
- Survey of Higher Educational Institutions, North Dakota.
- Statesman's Year Book.
- Theological Seminary Catalogues.
- Training Schools for Nurses*, Bulletin No. 73, 1919, U. S. Bureau of Education.
- Weaver, Eli, *Profitable Vocations for Girls; Profitable Vocations for Boys*.
- Wickersham, J. P. *History of Education in Pennsylvania*.
- Williams, Gus H., *Careers for our Sons*, London, 1914.
- World's Almanac.

APPENDIX A

TABLE XXV. TABLE SHOWING ASSISTANCE RENDERED BY STATES TO PROSPECTIVE TEACHERS.

States	State Normal Schools	Free Tuition	Free Text Books	Railroad Fare	Pledge required in Years	Scholarships
Alabama	8	Yes				
Arizona	2	Yes				
Arkansas	2	Yes				
California	8	Yes				
Colorado	2	Yes				
Connecticut	4	Yes			3	\$150
Delaware	0	Yes				\$150
Florida	0	Yes				
Georgia	4	Yes				
Idaho	2	Yes				
Illinois	5	Yes				
Indiana	1	Yes				
Iowa	1	Yes				
Kansas	3	Yes				
Kentucky	3	Yes				
Louisiana	1	Yes				
Maine	5	Yes				
			Yes	To Rural Teachers	2	\$195 to \$250 Summer School for Rural Teachers. All expenses. 25% bonus
			Yes		2	All expenses except \$100.00
Maryland	3	Yes	Yes			
Massachusetts	10	Yes	Yes ²		2	
Michigan	4	Yes			3	
Minnesota	6	Yes				
Mississippi	1	Yes				
Missouri	6	Yes				
Montana	1	Yes	Yes	Above \$5		

APPENDIX A (Continued)

State	State Normal Schools	Free Tuition	Free Text Books	Railroad Fare	Pledge Required in years	Scholarships
Nebraska	4	Yes	Yes		As many as years of training	
Nevada	6	Yes	Yes ²			
New Hampshire	2	Yes				
New Jersey	3	Yes	Yes	Above \$3	Twice of length of Scholarship Intention	\$300, 50 Rural Teachers
New Mexico	3	Yes	Yes			\$1500-\$200 Vocational
New York	10	Yes	Yes		2	
North Carolina	6	Yes	Yes			
North Dakota	5	Yes	Yes			
Ohio	4	Yes	Yes			
Oklahoma	7	Yes	Yes			
Oregon	1	Yes	Yes			
Pennsylvania	13	Yes	Yes			
Rhode Island	1	Yes	Yes	Yes	2	
South Carolina	2	Yes	Yes		4	
South Dakota	4	Yes	Yes		2	124 worth \$100 each
Tennessee	4	Yes	Yes	State University only		
Texas	6	Yes	Yes			
Utah	6	Yes	Yes			
Vermont	2	Yes	Yes		2	
Virginia	5	Yes	Yes		2	
Washington	3	Yes	Yes			
West Virginia	7	Yes	Yes			
Wisconsin	6	Yes	Yes	Exceeding \$10	2	
Wyoming	0	Yes	Yes			
Total	183	All	15	6	15	

1) Except small fees.
2) Supplies free also.

APPENDIX B PENDING LEGISLATION

CONNECTICUT—1921

An Act Providing for Trained Teachers.

Section 1066, of the General Statutes is amended to read as follows: The State Board of Education may at all times maintain, in any of the normal schools, one student, selected on the basis of scholarship and general fitness, from each town in the state, upon the recommendation of the town school committee or board of school visitors of such town; and for students admitted to said schools under the provisions of this section living expenses, not to exceed three hundred dollars for each pupil in any one year, shall be provided by said State Board of Education free of charge. Every person entering a normal school under the provisions of this section shall enter into an agreement with the State Board of Education to remain at the normal school for two years, unless in case of ill health or dismissal by the school authorities, and to teach in one of the towns whose grand list shall not exceed two million five hundred thousand dollars as last determined by the State Board of Equalization, for a period of three years after graduation unless excused by the State Board of Education.

Statement.

The purpose of this act, which changes the grant for living expenses from \$150.00 to \$300.00 a year is to encourage more persons to enter the state normal schools, and also to insure greater numbers of trained teachers in the schools of the small towns of the state.

DELAWARE—1921

An act to establish Free Scholarships at Delaware College for the training of teachers for the public schools of Delaware and making an appropriation therefor.

Be it enacted by the Senate and House of Representatives of the State of Delaware in General Assembly met:

Section 1. That the Trustees of Delaware College shall establish in the Women's College, affiliated with Delaware College, fifty (50) free scholarships affording the holders thereof certain tuition, board and lodging during a two (2) years' course of training for teaching in the free public schools of this State.

Section 2. That the State Board of Education shall award said scholarships; and all applications therefor shall be filed with it.

Section 3. Every applicant, upon filing her application, must comply with the following conditions:

(1) She shall be at least eighteen years of age on or before the first day of December of the year in which she makes application.

(2) She shall be a graduate of a standard four-year high school.

(3) She shall file a certificate of good health by a reputable physician.

(4) Her application must bear the approval of her Superintendent of Schools and of the State Commissioner of Education.

(5) She shall sign a bond, provided by the State Board of Education, to complete the course at the Women's College to the best of her ability and upon the completion of the course to teach three (3) years in the public elementary schools of Delaware.

Section 4. The Department of Education of Delaware College shall renew or terminate each scholarship upon

the record of the holder at the end of the first year's course.

Section 5. The sum of Fifteen Thousand Dollars (\$15,000) is appropriated annually for said scholarships out of any money in the treasury and not otherwise appropriated; said sum shall be paid by the State Treasurer to the Treasurer of the Trustees of Delaware College as follows: One-half thereof on the first day of October and the other half thereof on the first day of February in each and every collegiate year; provided that on said dates said Treasurer of the College shall certify that fifty (50) persons, awarded scholarships, are enrolled and pursuing the prescribed course of training; for each scholarship Three Hundred Dollars (\$300) shall be annually paid and if less than fifty (50) persons are enrolled, on any date of payment, there shall be a corresponding abatement in the amount paid.

THE PROPOSED NORMAL SCHOOL SCHOLARSHIP LAW OF
ILLINOIS—1921

A Bill for an Act to Provide Scholarships for Students Attending the State Supported Institutions for the Training of Teachers.

Section 1. Be it enacted by the people of the State of Illinois represented in the General Assembly: That the State of Illinois hereby agrees within the limits of the annual appropriations provided in accordance with this Act to cooperate with the school districts in the State in providing two-year scholarships for students in the state-supported institutions for the training of teachers.

Section 2. Said scholarships shall be for \$300 per year payable one-half from the District Treasury in September, the other half from the state appropriation in January of the two years for which the scholarship shall run.

Section 3. Said scholarships shall be awarded between May 1 and August 15. The school board awarding the scholarship shall without delay notify the Superintendent of Public Instruction of its act, who shall register the scholarships in the order that the notifications are received. Within ten days after August 15 the Superintendent of Public Instruction shall approve the scholarships awarded according to law in the order of their registration except that no county may be deprived of its minimum quota, one scholarship for each fifty teachers or major fraction of this number. No more than 1000 scholarships may be approved in any year. Scholarships reported beyond this limit shall not receive state aid.

Section 4. Said scholarships may be awarded by school boards to residents of the school district, who are graduates of recognized four-year high schools, who are of good moral character and who meet the scholastic and physical standards prescribed by the Superintendent of Public Instruction. Any district may issue at least one scholarship in each biennium. If two or more scholarships are issued in any district, the total amount paid for scholarships in any year shall not exceed five per cent. of the annual expenditure for teachers' salaries in that district.

Section 5. The person receiving the scholarship shall sign a pledge to attend a state school for the training of teachers in Illinois for two school years and continue his studies until graduation, and after his graduation, to teach two years in the district furnishing the aid and two additional years in the public schools of Illinois, at the salary usually paid where he is employed to teachers of like qualifications, grade, preparation, and experience.

In guaranty of this pledge the person receiving the scholarship shall sign four promissory notes with security

approved by the district school board. Said notes shall be for one hundred and fifty dollars each, payable one at the expiration of each year which the maker is pledged to teach, and shall bear interest after maturity at the rate of six per cent. per annum. Two of these notes shall be made payable to the school district issuing the scholarship, two to the Department of Registration and Education. One of these notes shall be cancelled without payment of the principal sum at the end of each year taught in accordance with the pledge. The four years of teaching for which notes are cancelled must be completed within six years after graduation, unless the time is extended by the Superintendent of Public Instruction.

Section 6. Boards of Education and Boards of Directors are hereby authorized to pay out of their fund for operating expenses the amount required for the scholarships issued by them.

Section 7. On or before December 15, the Director of Registration and Education shall report to the Auditor of Public Accounts the names of all students holding valid approved district scholarships who are attending the several state teacher-training institutions, and the Auditor is hereby instructed to issue not later than January 15, a warrant of \$150 in favor of each student reported, said warrant to be delivered to the student upon his filing the promissory note requested by this Act.

Section 8. The school board issuing a scholarship may release the student who received it from his obligation to teach in that district. The obligation to teach four years in the state remains in force. The Superintendent of Public Instruction shall have power to release any student from his obligation to teach or to pay the promissory notes he has made, if the school board which issued the scholarship certifies that his physical or mental condition

is such as to disqualify him for teaching as required in this Act. The death of a student shall release the sureties upon his promissory notes given in accordance with this Act.

Section 9. To provide funds for carrying out the provisions of this Act the sum of \$150,000 is hereby appropriated to the Department of Registration and Education for the year 1921-22, \$300,000 for the year 1922-23, or such part of these sums as may be needed.

Section 10. The Superintendent of Public Instruction is hereby authorized to make such rules as are necessary to carry out the provisions of this Act.

UNIVERSAL
LIBRARY



124 131

UNIVERSAL
LIBRARY